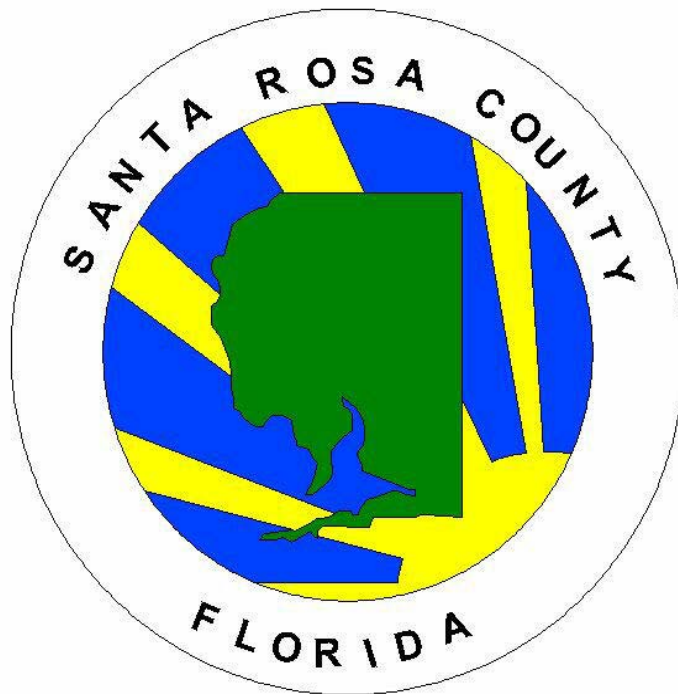


# **SANTA ROSA COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)**



**Prepared by:**

**Santa Rosa County Division of Emergency Management**

**2001**

**SANTA ROSA COUNTY  
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

**TABLE OF CONTENTS**

	PAGE
<b>COVER</b>	i
<b>TABLE OF CONTENTS</b>	ii
<b>RECORD OF REVISIONS</b>	iv
<b>EXECUTIVE SUMMARY</b>	v
<b>I. INTRODUCTION</b>	1
A. Purpose	1
B. Scope	2
C. Methodology	2
D. Plan Maintenance and Revision	3
<b>II. SITUATION</b>	3
A. Hazards Analysis	4
B. Geographic Information	11
C. Demographics	11
D. Economic Profile	15
E. Emergency Management Support Facilities	17
<b>III. CONCEPT OF OPERATIONS</b>	22
A. Continuity of Government (COG)/Survival Crisis Management (SCM)	22
B. Organization	22
1. Routine Operations	22
2. Disaster Organization	25
3. Emergency Management Organization Systems	29
4. Variations	30
5. Emergency Support Functions (ESF)	30
6. Incident Command System (ICS)	41
7. Responsibilities	41
C. Preparedness Activities	44
1. General Issues	44
2. Public Awareness and Education	44
3. Exercise Program	45
4. Training	46

D.	Response Actions	46
1.	Initial Actions	46
2.	Continuing Actions	48
E.	Mutual Aid Agreements and Memoranda of Understanding	50
<b>IV.</b>	<b>FINANCIAL MANAGEMENT POLICY</b>	<b>50</b>
A.	Assumptions	50
B.	Expenditure of Funds	51
<b>V.</b>	<b>REFERENCES AND AUTHORITIES</b>	<b>51</b>
A.	References	51
B.	Authorities	51
<b>ANNEXES:</b>		
<b>ANNEX A:</b>	<b>RECOVERY FUNCTIONS</b>	<b>A-1</b>
<b>ANNEX B:</b>	<b>MITIGATION FUNCTIONS</b>	<b>B-1</b>
<b>ANNEX C:</b>	<b>ADMINISTRATIVE OR HAZARD SPECIFIC APPENDICES</b>	<b>C-1</b>
APPENDIX 1:	ADOPTION RESOLUTION	C-1-1
APPENDIX 2:	REFERENCES	C-2-1
APPENDIX 3:	ACRONYMS	C-3-1
APPENDIX 4:	SANTA ROSA COUNTY EVACUATION PLAN	C-4-1
APPENDIX 5:	SANTA ROSA COUNTY SHELTER PROGRAM	C-5-1
APPENDIX 6:	SANTA ROSA COUNTY RE-ENTRY	C-6-1
APPENDIX 7:	THE STATE OF FLORIDA EMERGENCY MANAGEMENT CAPABILITIES ASSESSMENT CHECKLIST	C-7-1
APPENDIX 8:	DISTRIBUTION	C-8-1

**RECORD OF REVISIONS**

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## EXECUTIVE SUMMARY

Santa Rosa County is vulnerable to a variety of hazards that threaten our communities, businesses and the environment. This Comprehensive Emergency Management Plan (CEMP) establishes the framework to ensure the County will be as prepared as possible to deal with these hazards. The CEMP outlines the roles and responsibilities of the public and private sector agencies within the county involved in emergency activities as well as the coordination required to obtain assets external to the county, i.e. Federal, State or other local governments. The CEMP unifies the efforts of these groups for a comprehensive approach to reducing the effects of an emergency and/or disaster.

The CEMP addresses the four phases of emergency management (Preparedness, Response, Recovery and Mitigation), parallels federal and state activities set forth in the Federal Response Plan and State of Florida Comprehensive Emergency Management Plan and describes how national and state resources will be coordinated to supplement County resources in response to a disaster.

The CEMP is divided into the following sections: The Basic Plan and Recovery, Mitigation and Administrative and Hazard Specific Annexes. The Emergency Support Function Plan is used with, but not part of the Plan and describes, in detail, the procedures to accomplish these responsibilities.

1. **The Basic Plan** – The Basic Plan section of the CEMP outlines how Santa Rosa County will prepare for, respond to, recover from and mitigate the impact of a disaster. The Basic Plan addresses such areas as: Concept of Operations, financial management policies and the method to conduct a Capabilities Assessment to determine adequacy of planning.

2. **Annexes** – The CEMP contains more detailed information pertaining to operational (Recovery and Mitigation) procedures, administrative matters and specific hazards in annexes as follows:

- a. **ANNEX A: RECOVERY FUNCTIONS**
- b. **ANNEX B: MITIGATION FUNCTIONS**
- c. **ANNEX C: ADMINISTRATIVE OR HAZARD SPECIFIC**

## APPENDICES

(1). **APPENDIX 1 – ADOPTION RESOLUTION:**  
Resolution passed by Santa Rosa County Board of County Commissioners adopting this version of the CEMP (in lieu of a Promulgation Letter).

(2). **APPENDIX 2 - REFERENCES:** A listing of applicable documents providing guidance for all facets of emergency management.

(3). **APPENDIX 3 – ACRONYMS:** A listing of some

acronyms used in emergency management.

(4). **APPENDIX 4 - SANTA ROSA COUNTY**

**EVACUATION PLAN:** Actions related to the evacuation of County residents to reduce the impact of emergency situations.

(5). **APPENDIX 5 - SANTA ROSA COUNTY SHELTER**

**PROGRAM:** Procedures for providing shelter for threatened residents and visitors in the event of an emergency. The categories are 1) Risk, 2) Host and 3) Special Needs.

(6). **APPENDIX 6 – SANTA ROSA COUNTY RE-ENTRY**

**PLAN:** Provides procedures to allow people with a recognized need to have access to affected sites including officials, recovery contractors, business owners and residents.

(7). **APPENDIX 7 – STATE OF FLORIDA EMERGENCY**

**MANAGEMENT CAPABILITIES ASSESSMENT CHECKLIST:** The Capability Assessment is a vital part of the overall review of local Comprehensive Emergency Management Plans. These plans are reviewed by the state to ensure compliance with Chapter 9G6 of the Florida Administrative Code (FAC) on a four (4) year review cycle. Each county is required by contract to conduct exercises and drills on an annual basis. These exercise and drills, plus the actual events that will occur over a 4 year period, will provide ample opportunity for the Capability Assessment Team which is comprised of (at a minimum) the Area Coordinator and the Field Operations Manager, to evaluate the functions outlined in this assessment. The current Checklist is contained in the Appendix indicating the results of the last Assessment.

(8). **APPENDIX 8 – DISTRIBUTION LIST**

3. **Emergency Support Function Plan** - Santa Rosa County uses the ESF system of emergency management patterned after those adopted at the federal and state levels. While the State of Florida has identified 17 Emergency Support Functions, the County has designated the Special Needs Program as the eighteenth ESF. To this end, the ESF Plan is constantly updated and is **used with, but not an integral part of**, the CEMP.

## **I. INTRODUCTION**

Chapter 252, Florida Statutes (State Emergency Management Act), mandates the development of the Santa Rosa County (SRC) Comprehensive Emergency Management Plan (CEMP). The CEMP establishes a framework through which SRC prepares for, responds to, recovers from and mitigates the impact of a wide variety of disasters that could adversely affect the health, safety and/or general welfare of the residents of SRC. The plan provides guidance to SRC and other local officials pertaining to procedures, organization and responsibilities in times of crisis. The CEMP also provides for an integrated and coordinated local, state and federal response.

This is an operations-based plan that addresses evacuations, sheltering, post-disaster response and recovery, deployment resources, communications and warning systems. The plan calls for annual exercises to determine the ability of local government to respond to emergencies. The plan also defined the responsibilities for agencies through an Emergency Support Function (ESF) approach to planning and operations.

The CEMP describes the basic strategies, assumptions and mechanisms through which the county will mobilize resources and conduct activities to guide and support emergency management efforts through preparedness, response, recovery and mitigation. To facilitate effective intergovernmental operations, the CEMP adopts a functional approach that groups the type of assistance to be provided into 18 ESF. Each ESF is headed by a lead agency or organization designated as the Primary Agency, which has been selected based on its authority, resources and capabilities in the functional area. The Primary Agency is responsible for ensuring the presence of appropriate manning at that position in the Emergency Operations Center (EOC) during periods of activation. The ESF serve as the primary operational mechanism through which assistance is managed in an affected area. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer (SCO) on behalf of the Governor as head of the State Emergency Response Team (SERT).

### **A. Purpose**

The Santa Rosa County Comprehensive Emergency Management Plan establishes a framework for an effective system of comprehensive emergency management. The purpose of the plan is to:

1. Reduce the vulnerability of this county to loss of life, injury, damage to and loss of property resulting from natural, technological, criminal or manmade emergencies, catastrophes or hostile military/paramilitary action.
2. Prepare for prompt and efficient response and recovery activities to protect lives and property affected by emergencies.
3. Respond to emergencies using all systems, plans and resources necessary to preserve the health, safety and welfare of persons affected by the emergency.
4. Recover from emergencies by providing for the rapid and orderly implementation of restoration and rehabilitation programs for persons and property affected by emergencies.
5. Assist in anticipation, recognition, appraisal, prevention and mitigation of

emergencies that may be caused or aggravated by inadequate planning for, and regulation of, public and private facilities and land use.

## B. Scope

1. This CEMP establishes fundamental policies, program strategies and assumptions for a County Comprehensive Emergency Management Activity.
2. The plan establishes a Concept of Operations that spans the direction and control of an emergency from initial monitoring, including pre-disaster mitigation, through post-disaster response, recovery and post-disaster mitigation.
3. The plan defines the mechanisms to facilitate delivery of immediate assistance including direction and control of intrastate, interstate and federal response and recovery assistance.
4. The plan assigns specific functional responsibilities to appropriate departments and agencies, as well as outlines methods to coordinate with private sector groups and volunteer organizations.
5. The plan addresses the various types of emergencies that are likely to occur from local emergency through catastrophic disaster.

The CEMP identifies the actions the county will initiate including coordination with federal counterparts, as appropriate, regardless of the magnitude of the disaster.

## C. Methodology

1. The SRCCEMP was developed using generally accepted management principles and practices for emergency management. It incorporated format and planning elements derived from CEMP criteria set forth by the Florida Department of Community Affairs, Division of Emergency Management. The plan is supported by the Hazard Vulnerability Analysis, Standard Operating Procedures and the Santa Rosa County Emergency Support Function Plan. To ensure participation by agencies involved, ESF input is developed by the Primary Agency. The draft plan is distributed to key public officials for review and to solicit recommendations. Final changes are inserted and the plan is finalized. Plan maintenance is a continuous process in which changes are periodically made to the plan by pen and ink changes or page insertions. Agencies that assume responsibility as Primary Agencies for each ESF are required to formally acknowledge that responsibility. This acknowledgment of responsibilities is on file with the Division of Emergency Management as part of that ESF portion of the ESF Plan. Upon acceptance by the Florida Division of Emergency Management, the Board of County Commissioners will approve the SRCCEMP by resolution and the Chairman will sign the Adoption Resolution (Annex A) in lieu of a Promulgation Letter.

### 2. Planning Assumptions

- a. A disaster may occur with little or no warning and may escalate more rapidly than the ability of any single local response organization or jurisdiction can manage.
- b. Achieving and maintaining effective citizen and community preparedness reduce the immediate demands on response organizations. This level of preparedness requires continual



public awareness and education programs to ensure citizens will take appropriate advance actions to reduce their vulnerability especially during the initial days (72 hours) after disaster impact.

c. The County, municipalities and special districts will utilize available resources before requesting assistance from external sources.

d. Evacuation and sheltering will rely upon regional coordination and the best available shelter operations.

e. County, municipality and special district emergency management agencies will initiate actions toward saving lives and protecting property while working to maintain direction and control through their Emergency Operations Centers.

f. The Santa Rosa County Emergency Operations Center will be activated and staffed by the designated personnel to support local operations at the appropriate level.

g. When County resources and capabilities are exhausted, additional resources will be requested from the State and through mutual aid agreements.

h. Planning at the County and State levels will be based on pre-identification of at-risk populations and determination of resource shortfalls and contingencies. Persons needing special care will contact the Santa Rosa County Division of Emergency Management to register as people requiring special needs assistance. Failure to pre-register will not disqualify a person from receiving appropriate service in this category.

i. Three distinct types of communities exist within Santa Rosa County. The south is characterized by the coastal area and extensive, rapid growth. The central area houses Milton, the County Seat, NAS Whiting Field and light to moderate industry. Additionally, the Pace community area is experiencing significant growth. The northern portion is mostly rural and agriculture oriented.

j. Each County agency and volunteer organization will document and seek reimbursement, as appropriate, for expenses incurred during disaster operations.

D. Plan Maintenance and Revision: The SRCCEMP is a dynamic document that periodically needs revision. A revision table is located in front of the plan to record changes. Changes may come two ways, written (“Pen-and-Ink”) changes or page replacements. Emergency Management will make plan changes when significant changes warrant. It is important to record changes when received and make necessary corrections to ensure the plan remains current. It is anticipated that the plan will be rewritten every four years. This plan is a county supplement to the Florida Division of Emergency Management Comprehensive Plan. The Florida CEMP should be used in conjunction with the SRCCEMP. The information in SRCCEMP is not intended to supplant that in the Florida CEMP but to amplify and specify information and concepts unique to Santa Rosa County and surrounding area.

## **II. SITUATION**

This section of the CEMP provides a summary of the County population, the major hazards to which the County is vulnerable and several planning assumptions that were considered in the planning process.

## A. Hazards Analysis

1. The primary goal of emergency management in Santa Rosa County is to ensure that the County is prepared to respond to and recover from the many consequences generated by the hazards that may impact the County. This section of the plan presents listings of the hazards which could impact the County and some of the consequences associated with each hazard that have the potential to generate impacts on population, infrastructure, and environment.

The Hazards Vulnerability Analysis is a necessary component of the Comprehensive Emergency Management Plan for Santa Rosa County. It is essential to minimize loss of life, human suffering and damage to public and private property. The guidance provided by this Hazards Analysis is intended to provide Emergency Management Directors in Santa Rosa County with a tool to identify hazards that require organized emergency management activities so that priorities for action may be established.

2. The Hazards Analysis involves, not only knowledge of the kinds of hazards to which Santa Rosa County is subject, but also includes specific estimates of people and property at risk from a particular hazard. This measure of vulnerability, which includes a worst-case or maximum scenario, must be combined with adequate information about the hazards which will enable the community to estimate how frequently damage from an event could occur, what the possible extent of the damage would be and which portions of the community might be affected. Combined, these factors are the keys to determining if present capabilities are adequate for mitigating, preparing for and responding to an emergency; and if not, what efforts need to be undertaken to upgrade these capabilities.

The Hazards Vulnerability Analysis uses three specific categories to develop a profile of past and present conditions within Santa Rosa County. These categories are History, Probability and Vulnerability.

Two of these factors (History and Probability) are directly related to the identification of hazards that may be a threat to population and/or property. History may determine probability, although the lack of history does not preclude the development of a probability, which may be based on the best information available concerning the potential for a specific hazard.

3. Vulnerability is the third category. Vulnerability is an assessment of the total number of people and property that could be affected by a specific hazard, although not necessarily at one time.

The Hazard Profile, or Analysis, which is developed from this information, should allow Emergency Management Directors and public policy makers in Santa Rosa County to set priorities so that capabilities may be improved and provided where needed in regard to the identified hazards.

### a. HURRICANE

History: Occurrences of damaging hurricanes in the area are documented as far back as 1559, when a Spaniard, Don Tristan de Luna y Arellano, lost seven of thirteen ships while anchored in Pensacola Bay (known then as the Bahia Filipina del Puerto de Santa Maria). Since 1711, over 75 tropical storms of hurricane intensity have produced varying degrees of damage in the area. The most catastrophic, modern-day storms to leave their mark were "Erin" and "Opal" in 1995. In these two storms, the combined effects of rising tides, increasing winds and rainfall and the numerous tornadoes spawned by the turbulent weather

caused extensive damage to private and public property. Amazingly, the loss of life was extremely low considering the density of population where the storms made landfall. It took several years to recover from most of the damage that these storms brought to our area. That effort was interrupted in the latter stages of recovery by the arrival of Hurricane Georges in 1998.

**Probability:** Between 1887 and 2000 there are 27 well-documented hurricanes that have made landfall 125 miles in either direction along the coast. Of these 27, 13 qualify as direct hits for Santa Rosa County (50 miles in either direction from Pensacola for eye landfall). The probability that Santa Rosa County would be affected by a hurricane was a 1-in-5 annual chance; also the probability that Santa Rosa County would suffer a direct hit was a 1-in-10 annual chance until the 1995 disasters. The probability of two hurricanes making landfall in the same area within 61 days is phenomenal.

**Vulnerability:** The vulnerability of Santa Rosa County falls into two categories, people and property. For areas affected see Figure 1 - Hurricane Surge Map.

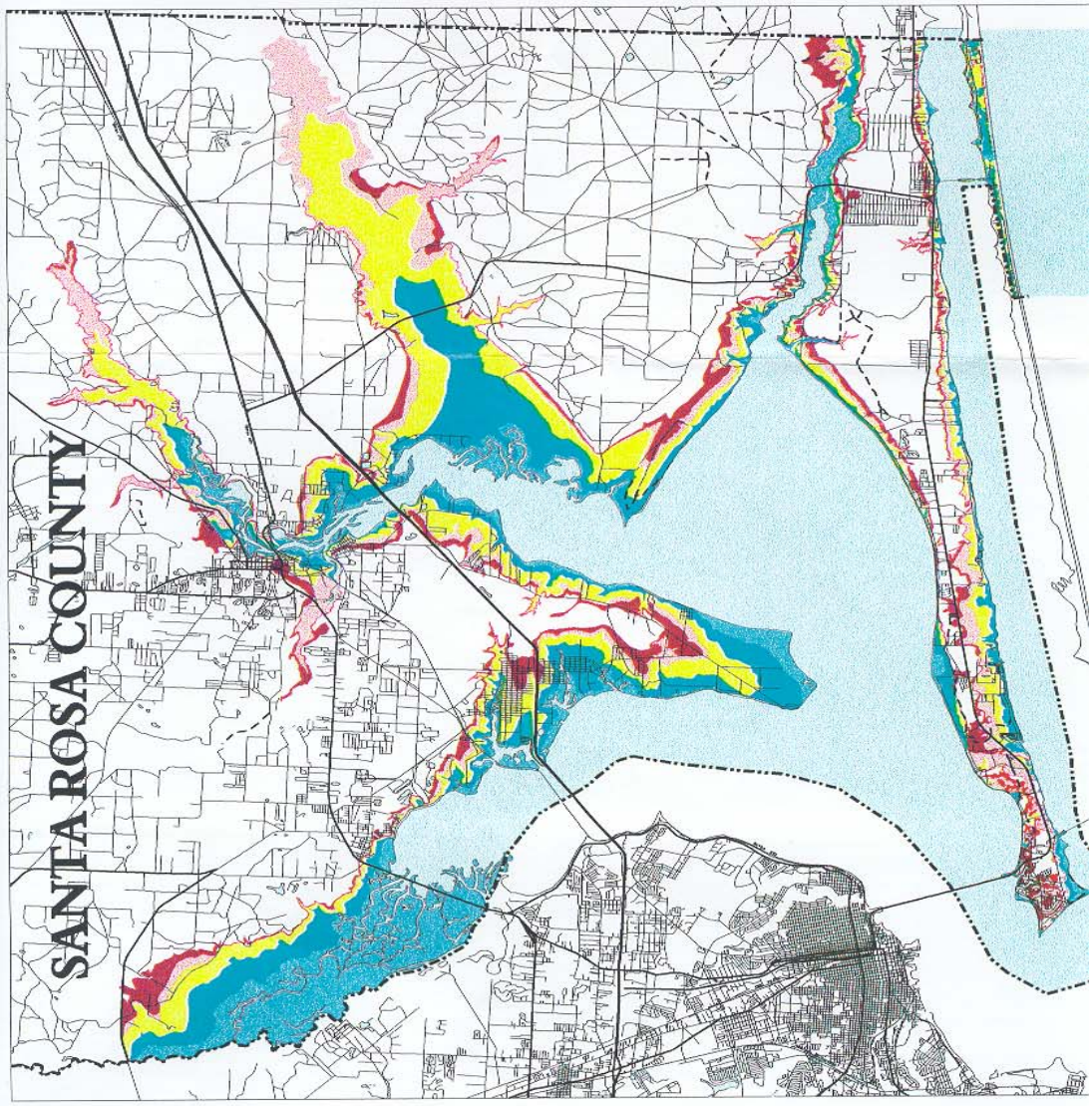
All residents of Santa Rosa County are potentially vulnerable to personal injury as related to a hurricane. Venturing outside to "see the storm", for example, is an often-overlooked category of how injuries occur.

Trying to predict varying degrees of population vulnerability serves little purpose with the sole exception of the obvious vulnerability of people in flood-prone areas and beach/waterfront dwellings. The vulnerability of these areas is well publicized and receives maximum attention from the Emergency Management authorities. Trying to predict injury from flying/floating debris or which way a tree/pole might fall is, at best, speculation.

Vulnerability is predictable for such situations due to failure to leave an evacuation area in the appropriate timeframe or in an unsafe manner.

Vulnerability of property is directly related to the category and composition of the storm. Like people, the structures in close proximity to the main bodies of water, especially Santa Rosa Island, are vulnerable to high winds and water, as well as any floating or flying objects.

Continuous emergency information broadcasts have had a positive effect in mitigating the hazard. Improvements to the direct notification systems have positively affected the warning efforts. Continuous public education through various media appears to have a positive effect in terms of information and resultant populace behavior. All of which stress the importance of education and common sense.



LEGEND

- Water
- Category 1 Surge
- Category 2 Surge
- Category 3 Surge
- Category 4 Surge
- Category 5 Surge



SANTA ROSA  
COUNTY,  
FLORIDA  
HURRICANE  
SURGE MAP

Figure 1 - Hurricane Surge Map

## b. THUNDERSTORMS/TORNADOES

**History:** Santa Rosa County experiences thunderstorms year-round but mostly in the spring and summer months. Most damage is caused by tornadoes spawned by these fronts moving through the area and in the event of hurricanes. Florida ranks fourth in the nation in the occurrences of tornadoes. In the 32 years between 1959 and 1999, Florida reported 1,689 tornadoes, which represents a yearly average of 42, and 69 deaths directly resulting from the violent winds associated with them.

However, tornado-related damage in Florida is less than the national average due to the fact that Florida's tornadoes are generally of shorter duration (3 miles) and have narrower paths (125 yards wide). The most devastating tornado in Florida history occurred March 31, 1962 in Milton. It left a path of destruction 8 miles long and 150 yards wide. Although only about 2 miles of the path ran through a heavily populated area, 51 homes were completely destroyed and 64 suffered major damage. The casualty toll -17 killed and 46 seriously injured - was tragically high because the storm struck at about 9:00 a.m. on Sunday morning, an hour when most people were at home.

A Tornado struck in December 1983 in the Midway area injuring 4 persons. The path of destruction left 4 homes destroyed, 6 homes with major damage and causing damage to 3 businesses in the area.

Most recently a severe tornado struck in August 1987 in the Berrydale area killing a horse, destroying about \$50,000 worth of structures and damaging pecan orchards.

Each year experience several tornado touchdowns occur in Santa Rosa County. During the same 32-year period mentioned above, Santa Rosa County experienced 34 tornadoes, resulting in 17 dead and 101 injuries.

**Probability:** The annual probability of a tornado touching down in Santa Rosa County is high.

**Vulnerability:** Because Florida has such a high frequency of tornadoes no single county is free from risk. In addition, because Santa Rosa County is a coastal county, consideration should be given to the possibility of a waterspout affecting the coastline. The damage potential of a tornado is a function of the relative density of people and structures in the area of vulnerability. As the number of structures and people increase, so does the potential for damage and injury.

## c. FLOODING

**History:** The 1994 summer floods have focused attention on the management of the floodplain areas within the County. Mitigation of homes and commercial structures through buyout, relocation or elevation is the only means available to residents to protect their structures. Floods are natural occurrences that become problematic when vulnerable land uses occupy flood-prone lands or when hydrologic systems are altered resulting in changes to patterns of natural flooding. The relatively flat topography, humid subtropical climate of the County and rapid growth and development have resulted in the potential for extensive flooding problems. As stated above, a minor tropical storm can cause severe flooding conditions to the county.

Santa Rosa County was affected by numerous flood events in 1995 and later. Flooding was

one of the more devastating impacts. Some subdivisions received a tremendous amount of damage. It is costly to purchase adequate insurance for a structure built below flood levels and the repair cost to these structures after a flood has been paid by the taxpayer. Many local building codes do not require that buildings that are less than substantially damaged be brought into compliance with the current code during the repair process. As an example, the summer floods of 1994 resulted in an estimated \$8,929,614 in damage to public structures and infrastructure, \$7,636,446 worth of private structural damage and an estimated 1,627 applications of federal assistance from the Federal Emergency Management Agency. Flood damage to Santa Rosa County from Tropical Storm Alberto resulted in 39 FEMA applications, \$109,584 in individual assistance and \$156,411 in public assistance damage. For the majority of the state, the primary causes of flooding are hurricanes or tropical storms, which generally occur from June to October during the rainy season.

Probability: The probability of flooding in SRC is high. Reference, Flood Insurance Rate Maps (FIRM) maintained by SRC Building Inspection Office. There are four different sets: **(1)** SRC, Fl. (unincorporated) Community Panel # 120274 0025-0370 Revised Jan 19, 2000; **(2)** City of Gulf Breeze, Fl. SRC Community Panel # 120275 0005-0014 Revised Jan 19, 2000; **(3)** City of Milton, Fl. SRC Community Panel # 120276 0005B Revised July 18, 1985; **(4)** Navarre Beach; ESC, Fl. and Incorporated area Map # 12033C000 443, 444, 463, 606, 607 Revised Feb 23, 2000.

Vulnerability: SRC is subject to flooding from localized heavy rains storms, hurricanes and storm run off from Alabama rivers. Alabama contains the headwaters for the rivers and streams that are prevalent throughout much of Santa Rosa County.

#### d. HAZARDOUS MATERIAL INCIDENTS

History: There have been several incidents within the county over the past 20 years. All were localized. We have been fortunate that no one has been killed. Air Products Chemical Company had two releases with off site impact in 1997. Gas transmission line in Munson exploded in the early 90's, this line was north east of Munson on Forestry land. In Jay there was a large natural gas leak with fire either late 80's or early 90's. There have been transportation incidents that closed I-10 and Escambia Bay Bridge and Highway 90 at the bridges.

Probability: Out of approximately 2,400 hazardous material incidents reported between 1985 and 1999, less than one percent resulted in fatalities, less than four percent resulted in injuries and less than six percent resulted in evacuation. Hazardous material incidents can occur anywhere. With higher probability on or near a road, rail line or fixed facility storing hazardous materials. Virtually the entire state is at risk to an unpredictable incident of this type.

The transportation of hazardous materials through the county is of primary concern to Emergency Management staff. The District I Local Emergency Planning Committee in cooperation with the Florida Department of Transportation Motor Carrier Compliance Division surveyed the number of vehicles bringing hazardous materials into and out of Florida via I-10 in Escambia County and estimated the amount of hazardous materials entering Escambia County.

During a 24-hour period, 2.6 million pounds of solid hazardous materials, 214,671 gallons, 544 cylinders of gases and 700,000 cubic feet of other hazardous materials passed through the Escambia I-10 weigh station. A study done on CSX rail cars during one day reported 110 cars were either filled with or



contained residual hazardous materials including molten sulfur, LP gas or Carbon Dioxide. Although located in Escambia County, on Highway 29 at Century during an eight-hour period, 732,225 pounds of solid hazardous materials, 226,601 gallons of liquids and 203 cubic feet of other hazardous materials were recorded. Featuring significant amounts of crude oil or sulfur.

Vulnerability: No governmental agency or private entity accounts for every truck, ship and train carrying hazardous material cargo. The transportation businesses rarely notify County/Municipal officials of a hazardous material cargo to be transported through their locale. Therefore, both people and property are highly vulnerable regardless of location because of the many different modes of transporting materials and due to the large volume of hazardous materials transported within the county.

#### e. TERRORISM/WEAPONS OF MASS DESTRUCTION

History: There is no history of Terrorism or use of Weapons of Mass destruction within Santa Rosa County.

Probability: The probability of a domestic terrorist act using B-NICE agents is moderate.

Vulnerability: In contrast, emergency management attention to other threats of violence such as terrorism is growing. Terrorism is a serious issue in Florida; the state is particularly vulnerable due to the close proximity to Latin America, Cuba and Caribbean nations. Although potential targets are unpredictable, high-density population centers and military installations are the most likely. Terrorism increases the likelihood of mass casualty and mass evacuation from a target area. These events are typically preceded by periods of increasing tension abroad, which can be monitored.

States with racial mixtures, gang violence and drug trafficking are increasingly aware of the need to plan for civil disturbance emergencies. Although they can occur at anytime, they are often preceded by periods of increased tension or by known events such as controversial jury trials that may require monitoring.

For threats of violence, it is very likely that joint jurisdictional management of the operation will take effect, coordinated at the state level between FDLE and DEM/DCA. For any of these scenarios, some degree of federal involvement is expected. The lead federal agency may be FEMA or the Department of Justice. Reference Terrorism Incident Response Plan.

#### f. FIRES

History: While conflagration poses a constant threat to all populated areas within Santa Rosa County, there is no history of such an occurrence.

The frequency of fire events has increased significantly in the late 1990's and into the next century. The near-drought conditions have resulted in burn restrictions that continue at this writing.

Probability: The annual probability of major fire events within Santa Rosa County is rated as high.

Vulnerability: Even though there have been major reductions in numbers of incendiary fires over the past 20 years, incendiary fires are on the increase and continue to be the worst cause of wild land fires in Santa



Rosa County. Currently, and historically Santa Rosa County is noted as having one of the worst incendiary problems in the State. Incendiaries and debris burning are the major focus of the Division of Forestry's fire prevention efforts.

There are three types of fires that pose a threat to both the population and economy of Santa Rosa County. The first is conflagration, or large-scale structural fire. This type of fire is a threat because of its potential to burn through an entire community.

Conflagration is promoted by high-density development, particularly involving older wood frame structures, and by the lack of adequate fireproofing safeguards. The second serious fire hazard involves forest fires, which are usually caused by arson, carelessness or lightning. Here, climate is an important factor: forests are more susceptible to combustion during periods of low humidity and drought. The third and final threat, also affected by climate conditions, involves grass and brush fire.

Currently, development in the woodlands involves subdivisions, farms, and a number of isolated single-family units and mobile homes. This development has primarily occurred on unimproved lots that present a problem because of the amount of vegetation surrounding these units. This vegetation is readily combustible, thereby endangering the structures and their occupants. Although a significant effort has been accomplished in controlled burns to reduce fuel, the probability of a fire occurring somewhere in the County at any given time is high, therefore, the vulnerability rating for both population and property/economy would be high.

#### g. MAJOR TRANSPORTATION INCIDENTS

History: Santa Rosa County has experienced relatively few major transportation incidents in recent memory. However, an airliner did crash in the waters of the Gulf of Mexico in shallow enough water that rescue was effective. The growth in the County results in increased industry and population; which creates increases in traffic of all sorts, i.e. air, rail and highway. There have been several air crashes with few victims onboard due to military activity and small commercial aviation. Road conditions on major highways have been controlled successfully in the past, but the increase in traffic may create conditions resulting in massive vehicle accidents.

Probability: The possibility of events of this nature is in the medium to low range but constant exposure requires vigilance. These occurrences, as with some acts of nature (which may be the cause in this case) are extremely difficult to predict.

Vulnerability: The entire County risks possible exposure to mass transportation incidents. However, the areas experiencing the most traffic receive the most attention.

#### h. Miscellaneous Hazards - Freezes, Droughts, Nuclear Related Accidents, Contagious Diseases, Water Contamination, Radiation Hazards or Mass Immigration, etc.

History: Precautionary evacuations have occurred in the County. It may be in preparation for the full spectrum of dangers. The cited hazards do or may occur in Santa Rosa County at varying frequencies.

Probability: These hazards fall into the medium to low probability range. Santa Rosa County is not located in close proximity to a nuclear power plant. However, the military presence and transitory cargo

may present a nuclear problem. The County does not have the facilities to cope with massive immigration, but can accommodate some evacuees in the event of a disaster elsewhere in the state or region under the SRC Host County Shelter Program.

Vulnerability: The vulnerability to Santa Rosa County is directly proportional to level of military activity in the area. Drought conditions and freezes have occurred recently and have been dealt with successfully. Public notification procedures are in place to deal with water contamination and contagious diseases.

## B. Geographic Information

1. Santa Rosa County, situated in the panhandle of Florida, is bordered on the west by Escambia County, the north by the state of Alabama, on the east by Okaloosa County and the Gulf of Mexico on the south. The county's population of approximately 117,743 (U.S. Census Bureau - 2000) persons is distributed over 1,017 square miles. The population centers vary from the southern beach area to rural/urban in the central section and rural in northern Santa Rosa County. In the summer months tourists at the beaches, lakes and river attractions increase the population by 10,000 - 15,000 at any given time. Residents and particularly visitors to Santa Rosa County are often unaware of, or complacent about, the potential for severe disasters in the area. Recent events (e.g. Hurricanes Erin and Opal and Georges) have increased the public awareness to the area's vulnerability. However, the recent prevailing growth throughout the county and the time lapsed since these events result in an ever-increasing portion of the population who are unaware of those possibilities.

2. Santa Rosa County has over 81 miles of rivers and streams, numerous lakes and ponds and 100 miles of tidally effected shoreline. These areas are most susceptible to devastation from storm surge and other factors. In many cases these are the areas of greatest attraction and development. Therefore, these areas are the focus of evacuation efforts in the event of a disaster.

## C. Demographics

1. As a result of the 2000 Census, the actual population of Santa Rosa County was 117,743. Of those, 7,045 reside in the City of Milton (which is the County Seat); 5,665 reside in the City of Gulf Breeze in the south and 579 reside in the town of Jay in the north. The remaining 104,454 persons live in unincorporated areas of the County. The County's overall population density is 115.8 people per square mile. However, some areas, particularly the Santa Rosa Peninsula and the Pace areas, exceed 1,000 persons per square mile. There is no discernible non-English speaking or migrant population in Santa Rosa County. However, should the need arise, appropriate actions will be taken to address relevant issues. Inmates are protected in accordance with respective institution emergency plans.

2. It is anticipated that future growth and development will continue along Highway 98 between Gulf Breeze and Navarre and in all coastal regions of Santa Rosa County in addition to other areas with lesser tidal surge impact. At present, there are three evacuation routes to the north spanning a distance of approximately twenty-four miles. One facility (State Road 87) is a two-lane roadway with an average daily travel of 6,300 vehicles on the east and has been improved and has sections becoming a four-lane road. The second is a four-lane highway (US 98) that runs along the Gulf Breeze Peninsula, through Gulf Breeze and across Escambia Bay. This roadway is also used to evacuate Pensacola Beach in Escambia County. The average daily travel on this roadway (US 98) is 60,000 vehicles per day. The third evacuation route is the Garcon Point Bridge and accompanying roadway (SRC 281/Avalon Boulevard) that

links US 98 to I-10 and US 90.

3. The 2000 Census provided the found approximately 13,372 citizens of Santa Rosa County are classified as elderly (age 65 or older). The elderly, handicapped and physically impaired are located throughout the County. There is no concentrated area. Santa Rosa County has eight Nursing Homes/Assisted Living Facilities with a total bed capacity of 581. A Special Needs Evacuation Center is available at Berryhill Elementary School in the event an evacuation is required for the elderly and others requiring custodial care. There is no mixing of special needs clients and the general public. During routine times, clients are registered and sheltering locations are determined, i.e. hospital, Special Needs Evacuation Center or public shelter.

4. According to United States Census Bureau 2000 Census, the population of Santa Rosa County was 117,743 and divided into the following age groups:

AGE GROUP	POPULATION	PERCENT	AGE GROUP	POPULATION	PERCENT
0-4	7700	6.5	45-54	16651	18.2
5-9	8389	7.1	55-59	6302	5.4
10-14	9592	8.1	60-64	5404	4.6
15-19	8430	7.2	65-74	8124	6.9
20-24	5637	4.8	75-84	3850	3.3
25-34	15254	13.0	85+	998	0.8
35-44	21412	18.2			

5. The most recent housing data for Santa Rosa County (2000) shows 49,119 housing units with 43,793 households. In 2001, mobile homes numbered 6,760 (15%) in the County that may result in increased incidents of structural damage in the County by high winds (hurricanes and tornadoes) and/or flooding. Special facilities/populations are those that may be more vulnerable to, or need protection from, the effects of a given hazard. This vulnerability and need for protection is at a higher level than that needed for the general population or inventory of facilities. As a result those facilities/population will require specific consideration in regard to evacuation, preparedness and emergency response facilities. These include:

- a. Special Needs Registry (over 200 registrants)
- b. Santa Rosa County District Schools Facilities
- c. Hospitals
- d. Nursing Homes/Assisted Living Facilities
- e. Public Offices
- f. State and County Correctional Facilities
- g. High Density Multiple Occupancy Residential Structures, e.g. condominiums, hotels, motels, etc.

- h. Utilities (including Water, sewer, natural gas and electricity)
- i. Mobile Homes/Manufactured Housing

6. Extraordinary efforts have been made to ensure the safest environment possible is provided to our children.

a. The Santa Rosa County District Schools has the following campuses with an estimated student capacity:

- (1). Avalon Middle (1044)
- (2). Bagdad Elementary (828)
- (3). Berryhill Elementary (1002)
- (4). Central High (322)
- (5). Chumuckla Elementary (114)
- (6). Dixon Primary (843)
- (7). Dixon Intermediate (871)
- (8). East Milton Elementary (1184)
- (9). Gulf Breeze Elementary (834)
- (10). Gulf Breeze Middle (1105)
- (11). Gulf Breeze High (1582)
- (12). Hobbs Middle (880)
- (13). Holley-Navarre Primary (1096)
- (14). Holley-Navarre Intermediate (954)
- (15). Holley-Navarre Middle (1018)
- (16). Jackson Pre-K (522)
- (17). Jay Elementary (666)
- (18). Jay High (746)
- (19). King Middle (1013)

- (20). Locklin Technical (443)
- (21). Milton High (2175)
- (22). Munson Elementary (166)
- (23). Navarre High (1345)
- (24). Oriole Beach Elementary (1053)
- (25). Pace High (2638)
- (26). Pea Ridge Elementary (1086)
- (27). Rhodes Elementary (1119)
- (28). Sims Middle (1127)
- (29). West Navarre Elementary (904)
- (30). Woodlawn Beach Middle (946)

b. During School Year 2000-2001, the number of children on home-school programs was estimated at 742.

c. The following private schools are currently in operation within Santa Rosa County in addition to numerous Child Care Centers:

- (1). Santa Rosa Christian School, Milton.
- (2). Parkway Christian School, Jay.
- (3). St. Ann Discovery School, Gulf Breeze.

d. The Milton Campus of Pensacola Junior College averages approximately 2,000 enrollees per term.

## 7. Trends Affecting Future Disasters

a. Our population is growing. This means that any future crisis is likely to affect more people. More people are living near the coastlines increasing their vulnerability to the effects of hurricanes and severe weather.

b. We depend more every day on complex and interdependent systems. Any major system failure has more widespread and potentially more severe human and material consequences.

c. The pace of events around us is accelerating. In a world where things happen quickly, crises erupt suddenly. Long warning times in which to increase preparedness capabilities and enhance operational readiness cannot be assumed. Santa Rosa County Government must be prepared at all times.

d. There is a growing public reliance on government for crisis support. Individuals and groups will help themselves in any crisis situation, but only government and large organizations can marshal the resources to deal with large crises. Especially in severe, widely dispersed situations, the public must look to government for help.

e. There is a growing need to effectively and efficiently use public resources. Presently, and in the foreseeable future, it is highly unlikely that any government organization will have freely disposable resources. Like everything else, emergency preparedness must compete with other priority needs for available resources. Thus, hard resource-use choices must be made to ensure that preparedness needs are met. Emergency management priorities must be defined and limited resources focused on the priorities.

## 8. Disaster Magnitude Classification

Chapter 252.35(a), Florida Statutes, requires the State of Florida to address minor, major and catastrophic disasters in the State Comprehensive Emergency Management Plan. These levels of disaster are defined as follows:

a. Minor Disaster: Any disaster that is likely to be within the response capabilities of local government and results in only minimal need for State or federal assistance.

b. Major Disaster: Any disaster that will likely exceed local capabilities and require a broad range of State and federal assistance. The Federal Emergency Management Agency will be notified and potential federal assistance will be predominantly recovery-oriented.

c. Catastrophic Disaster: Any disaster that will require massive State and federal assistance, including immediate military involvement as well as recovery needs.

## D. Economic Profile

1. Santa Rosa County encompasses approximately 1,017 square miles in the panhandle of Northwest Florida. It is bordered on the South by the sunny beaches of the Gulf of Mexico, and it is home to the beautiful bays and freshwater rivers of the Gulf Islands National Seashore and Blackwater State Park that attract locals and visitors alike for swimming, boating, and fishing in addition to picnicking and camping. Area beaches are consistently ranked among the best in the world, and the rivers near Milton offer some of the best canoeing available in the State of Florida.

2. The county had an estimated 2000 population of 117,743, with 43,793 households and an estimated average household income of \$24,584 (1998). The majority of the population (55%) is rural, with 45% living in an urban setting. Also in 1998, the average annual employment was 57,075 persons with a per capita income of \$19,527. The area has a diversified economy supporting over 150 different industry sectors. Table 1 below provides output, employment, wages, profits and taxes by

industry sector for Santa Rosa County. Figure 2 shows Santa Rosa's largest industries by output, and Figure 3 shows the industries employing the largest number of people.

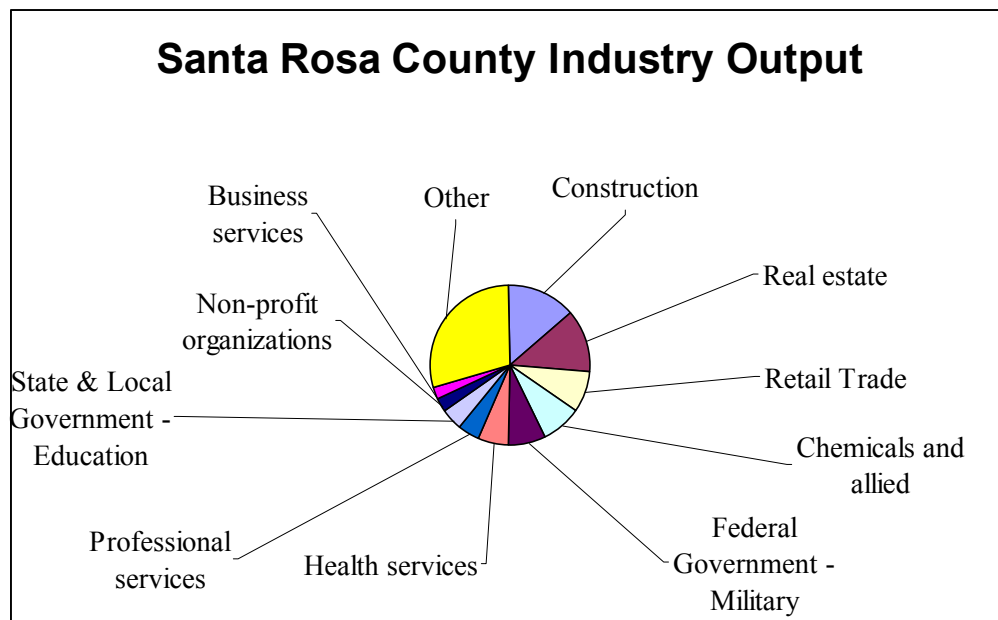


Figure 2 - Largest Industries by Output

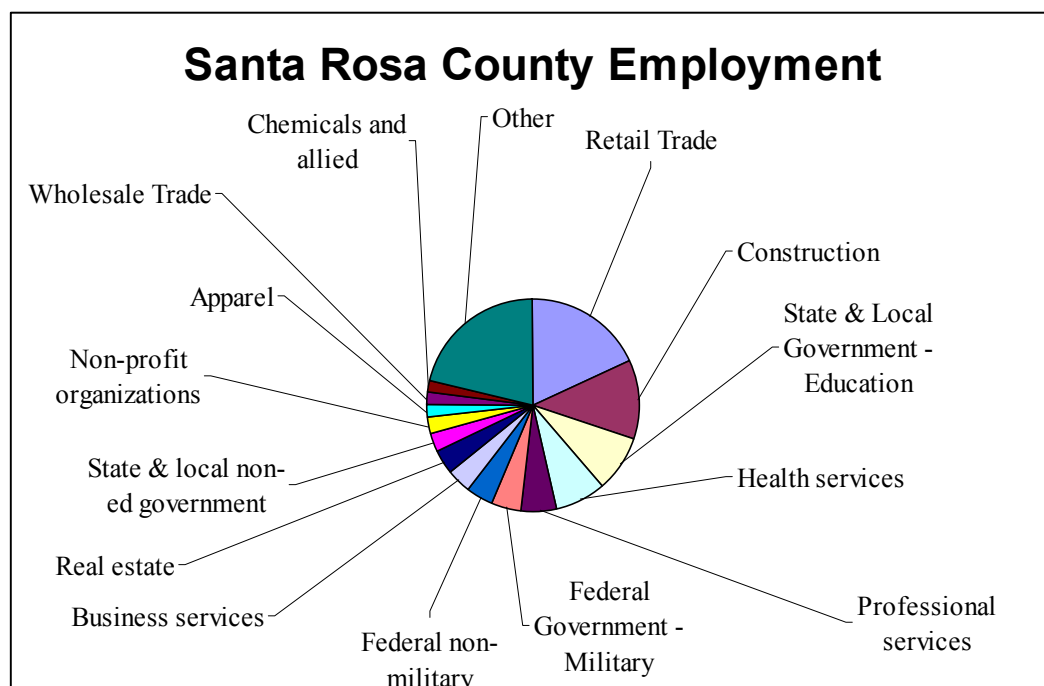


Figure 3 - Largest Employers by Industry

SIC	Industry Sector	Industry Output	Employment	Employee Compensation	Total Business Tax	Wages plus Profits and Taxes
	Construction	\$346,287,272	4,296	\$89,070,054	\$2,034,095	\$120,276,808
	Real estate	\$323,742,996	1,210	\$9,867,701	\$41,058,680	\$241,692,432
5200	Retail Trade	\$199,723,704	6,636	\$82,085,951	\$25,864,058	\$137,008,945
2812	Chemicals and allied	\$195,649,279	602	\$41,886,412	\$1,338,771	\$59,744,134
	Federal Government - Military	\$184,236,694	1,576	\$111,361,984	\$0	\$184,244,904
8010 8020 8030 8040	Health services	\$156,989,290	2,738	\$73,627,378	\$876,455	\$90,811,320
8710	Professional services	\$108,589,824	1,976	\$39,240,471	\$512,124	\$59,340,677
	State & Local Government - Education	\$107,223,259	3,015	\$107,223,259	\$0	\$107,223,259
8400 8650 8690 6732 8922	Non-profit organizations	\$66,346,294	868	\$27,517,209	\$16,870	\$27,533,322
7310	Business services	\$62,746,074	1,419	\$23,538,465	\$894,093	\$32,844,208
4810 4820 4840 4890	Communications	\$56,853,203	307	\$11,655,949	\$3,515,265	\$33,155,847
	State & local non-ed government	\$54,377,373	1,097	\$31,839,271	\$0	\$41,482,979
2310 2320 2330 2340 2350 2360 2370 2380	Apparel	\$53,741,085	731	\$10,588,214	\$139,408	\$13,483,647
5000 5100	Wholesale Trade	\$50,533,882	695	\$19,649,530	\$7,672,704	\$35,382,113
6000	Banking	\$49,379,513	426	\$12,232,499	\$1,123,153	\$36,206,353
4311	Federal non-military	\$46,637,200	1,524	\$35,539,688	\$0	\$36,116,002
4500	Air Transportation	\$45,157,406	400	\$17,351,732	\$2,302,601	\$25,413,409
4910	Utilities	\$40,533,056	207	\$8,110,524	\$4,724,247	\$31,397,417
7510	Automotive services	\$39,836,649	502	\$10,879,910	\$1,679,561	\$21,118,877
241	Farms	\$37,237,470	537	\$5,515,515	\$984,144	\$19,918,366
3010	Rubber products	\$30,317,549	243	\$5,984,033	\$131,278	\$7,593,586
7000	Hotels and Lodging Places	\$18,530,848	425	\$6,119,395	\$1,103,561	\$10,481,497
	Other	\$231,437,540	4,627	\$65,968,969	\$3,985,957	\$100,721,741
	Total	\$2,506,107,460	36,057	\$846,854,113	\$99,957,025	\$1,473,191,843

Table 1 - Santa Rosa County Economy

E. Emergency Management Support Facilities: Santa Rosa County has facilities to support the COG and SCM concept. To coordinate emergency response, the county must have survivable and compatible communications and information collection and processing. This also includes reporting capabilities and comprehensive plans that are exercised and tested with all levels of government.

1. Emergency Operations Center (EOC): The EOC is a protected site from which civil government officials exercise direction and control in an emergency. It ensures that the capability exists for the leadership to direct and control operations from a centralized facility in the event of an emergency. The Santa Rosa County EOC is located 4499 Pine Forest Road, Milton. The facility is semi-hardened and



features a controlled access area. Collocated with the Emergency Communications Center, it permits rapid expansion of communications, computers, planning, direction and control functions. When activated, representatives from many disaster organizations meet to coordinate the disaster relief efforts. Once activated, the EOC is self sufficient for extended periods. It has limited utility backup capabilities. The EOC can begin activation immediately and achieve maximum readiness in approximately four to eight hours.

2. Alternate Emergency Operations Center (AEOC): The AEOC is a facility that can be used to coordinate and direct all government emergency response efforts if the primary EOC facility becomes inoperable during emergencies. The facility also houses key governmental officials forced to evacuate from the primary EOC. To ensure that alternate headquarters is available for relocating government officials under emergency situations. Santa Rosa County has several locations that can support such an operation.

3. Emergency Communication Center (ECC): The Emergency Communication Center is located within the EOC. This Center provides primary communications support for emergency services within the county. This includes the E911 Center responsible for fire and emergency medical services dispatch and monitoring and other emergencies except for law enforcement tasks. Local law enforcement jurisdictions provide dispatch services and respond to calls placed in the E911 System as well as direct communications, i.e. Sheriff's Office, Milton Police Department and Gulf Breeze Police Department. These facilities operate 24 hours per day. The ECC has limited backup utility systems.

4. Emergency Communications Center Alternate Site: The alternate operating sites for the ECC are Escambia County ECC, Santa Rosa County Sheriff's Office and the Pace Volunteer Fire District Station #3 at 5597 Highway 90. These have limited ability to manage 911 calls and dispatch EMS/Fire as well as law enforcement assets. The alternate sites rely on telephone switching routed through the telephone system.

5. Citizen Information Lines: During times of crisis, not necessarily EOC activation, Citizen Information Lines are manned by volunteers in the EOC lobby. The public can obtain the status of all County facilities as well as other vital information, e.g. weather or numbers to call for specific information. The public is encouraged to call these numbers, thus reducing telephone load in the EOC proper.

## 6. Critical Facilities

a. The State of Florida as well as Santa Rosa County is identifying facilities critical to the health and safety as well as essential contributors to the county's ability to recover from a disaster. These locations, once identified and evaluated for their potential contribution to disaster relief, are submitted to Florida DEM for entry in the Geographic Information System. This information provides data to build a Priority Damage Assessment Listing. A complete Critical Facilities Inventory is maintained at the Division of Emergency Management.

### (1). Critical Facility Categories

- (a). Hospitals/Medical Clinics
- (b). Communications/Emergency Operations Centers

	(c). Other Direction and Control Facilities
	(d). Essential Government Buildings (COG)
	(e). Fire Departments/Districts
	(f). Emergency Medical Services
	(g). Police Sheriff/Law Enforcement
	(h). Jails/Correctional Centers
(Risk/Host/Special Needs)	(i). Emergency Shelters and Evacuation Centers
	(j). Refuges of Last Resort
	(k). Special Needs Population Centers
	(l). Public Schools and Community Colleges
	(m). Disaster Recovery Centers
	(n). Disaster Field Office
	(o). Comfort Stations
	(1). Public Service and Utilities Facilities
Radio, Television and Cable	(a). Emergency Alerting System (EAS) Stations and Towers,
National Weather Service (NWS)	(b). Other Radio and Television Stations and Towers including
	(c). Government Communications Towers and Repeaters
Cellular, Microwave	(d). Telephone System Distribution Points and Towers, Land Line,
	(e). Sewerage Treatment and Plants
Treatment Plants, and Lift Stations	(f). Potable Water Distribution Systems Deep Wells, Tanks,
	(g). Electrical Power Generating Plants and Electrical Substations
	(h). Major Electrical Distribution Systems/Routes

- (i). Essential Public Service offices
- (3). Vital Private/Commercial Facilities
  - (a). Private Potable Water Treatment and Distribution System
  - (b). Private Sewage Treatment and Waste System
  - (c). Commercial Distribution Centers
  - (d). Building/Construction Materials
  - (e). Potable Water and Ice
  - (f). Food
  - (g). Power Generators
  - (h). Fuels (Gasoline, Diesel, Propane, Natural Gas, etc.)
  - (i). Light Equipment (Chain saws, Shovels, Barricades, etc.)
  - (j). Heavy Equipment (Bulldozers, Forklifts, etc.)
  - (k). Medical Supplies
  - (l). Food Processing Plants
  - (m). Restaurants/Cafeterias
  - (n). Community Centers/Auditoriums
  - (o). Major Fuel Pipelines and Terminals
  - (p). Fuel Storage Tank Farms
- (4). Transportation Facilities
  - (a). Airports/Heliports
  - (b). Response Operations Staging Areas
  - (c). Debris Removal Staging Areas
  - (d). Critical Transportation Routes
  - (e). High Risk Intersections/Critical Links/Bridges

- (f). Ferry Terminals
- (g). Commercial Ports and Waterways
- (h). Railroad Stations
- (5). Other Facilities
  - (a). Churches/Synagogues
  - (b). Fellowship and Recreation Halls
  - (c). Colleges/Universities
  - (d). Motels/Hotels
  - (e). Nursing/Convalescent/Group Homes
  - (f). Non-Essential Government Buildings
  - (g). Animal Care/Animal Shelter
  - (h). Flood Control Stations and Devices
  - (i). High Hazard Dams/Dikes
  - (j). Hazardous Materials Facilities/Sites
- (6). Critical Traffic Links: Routes have been identified in Santa Rosa County for evacuation. They are:
  - (a). Navarre Beach Causeway
  - (b). Highway 87 North
  - (c). Highway 98 East & West
  - (d). Garcon Point Bridge Northward
  - (e). Interstate 10 East & West
  - (f). Highway 90 East & West
  - (g). County Road 191 Northward

### III. CONCEPT OF OPERATIONS

#### A. Continuity Of Government (COG)/Survival Crisis Management (SCM).

1. COG/SCM Mission: A catastrophic disaster event can interrupt, paralyze and/or destroy the ability of Santa Rosa County government to carry out its executive, legislative and judicial functions. Therefore, it must build a Continuity of Government (COG) capability to preserve, maintain and/or reconstitute government's ability to function under the threat or occurrence of any emergency that could disrupt its operations and services. Survival Crisis Management assesses the capabilities of local government. The SCM initiative is designed to assure the development of a minimum infrastructure of SCM capabilities to prevent government from becoming a victim of disaster. The SCM plan development helps emergency planners define requirements, assess capabilities, and identify and prioritize needs. This can then make better use of existing resources to support improvements in disaster response. The development of a COG capability involves a series of preparedness and planning requirements that, when met, will reasonably ensure that the government has the capability to preserve civil government institutions and perform essential functions effectively under emergency conditions. However, consequences of some major disasters such as hurricane or terrorist attack could disrupt local government ability to function. Consequently, if a government is not prepared, most, if not all, of its critical executive, legislative and judicial functions could be severely degraded. This situation could create a climate that could make the county vulnerable to anarchy, lawlessness and chaos.

2. Public Expectations: When an emergency occurs, people almost immediately look for information, aid, assistance and directions from elected and appointed officials. This expectation increases with every new emergency as citizens increasingly look to their government to be their "guardian" in times of disaster. The consequences of a government not being prepared for an emergency can be disastrous, involving potential loss of life, human suffering, damage to homes, businesses and other property and the loss of public confidence in government and its leadership.

3. Government Continuity: Recognizing these facts, this plan assesses capabilities and survivability. The benefits of SCM range from an assured ability to deal with extreme emergencies to the more effective use of existing capabilities and resources. All benefits include the ability to govern and to direct emergency response functions. This is both an essential need and a crucial benefit of any emergency preparedness capability.

4. COG Resource Base: Another benefit is both the design and the execution of an SCM plan that provide vital knowledge to local emergency planners about their existing capabilities. The process promotes review and evaluation of all local systems and practices and their interfaces with other jurisdictions. At a minimum, this process promotes a current understanding of the whole emergency management framework and identifies gaps and weaknesses in plans and provides a starting point for developing needed capabilities. It also provides a basis and impetus for development of short-term contingency plans for dealing with the lack of capability where deficiencies exist.

#### B. Organization

##### 1. Routine Operations (See Figure 4 - SRC EMA Routine Organization)

a. The Santa Rosa County day-to-day operation, absent a declared State of

Emergency, is controlled by the Board of County Commissioners and the Santa Rosa School Board, each with five elected members, as well as six Constitutional Officers (Sheriff, Clerk of Court, Tax Collector, Property Appraiser, Supervisor of Elections and Superintendent of Schools). The Santa Rosa County Emergency Management Director is responsible for keeping the County informed, conducts the emergency planning and coordinates the operations of selected County, municipal and special district agencies, to varying degrees through the Emergency Communications Center (E911) on a routine basis.

b. The county Emergency Communications Center (ECC)/Emergency Operations Center (EOC) monitors hazardous situations and developing events. When an event or potential event is first detected, the EOC/ECC initiates Level I activation (monitoring). Communications is maintained between the County EOC and the SEOC; the Board of County Commissioners and State DEM may be notified and briefed.

c. Warning and Notification: The Santa Rosa County 24-Hour Warning Point is the Emergency Communications Center. It is staffed continually and provides communications support for the County. Warning is provided to Santa Rosa County through many different media. Santa Rosa County may receive initial warning of a disaster or impending disaster from the National Weather Service, the State Warning Point, the FEMA National Warning Center, county or municipal government, interested citizenry or the news media. If a determination that a disaster or emergency has occurred or is imminent the EOC/ECC staff will notify key emergency management personnel.

(1). Emergency Satellite Communications System (ESATCOM): This is a state sponsored fixed-based dedicated voice and data communications system that links the State Warning Point with each County Warning Point. Additionally, it links the applicable agencies involved in emergency services. Portable units are available for field use. ESATCOM has limited conferencing and data transfer capabilities.

(2). Emergency Alert System (EAS): Other means of warning for government and the public are commercial radio and television broadcasts including cable television. The Emergency Alert System (EAS) provides the President with emergency communications with the American people during grave national emergencies. It also provides for localized announcements of pending or actual emergencies.

(3). Telecommunication capability: Telephone conferencing, alpha-numeric/digital pagers, faxes and two-way radios also provide rapid and widespread warning. Warning is primarily disseminated to the public using television and radio, but may include the automated telephone notification system located in the ECC.

(4). Notifying the public: During a national security emergency, the Emergency Alert System is activated through both television and radio. Weather emergencies are disseminated through television, commercial radio and Weather Radio as well. Santa Rosa County government maintains the capability to issue warnings to local media or insert messages through the cable television system and the automated telephone notification system. The following people may issue a public warning statement:

(a). Board of County Commissioners

- (b). County Administrator
- (c). Sheriff
- (d). Authorized designated representative.

(5). Notifying government agencies: The Emergency Communications Center has several means to notify county departments and organizations. The primary warning may be issued by email or County pager either individually or by groups. Further, the use of the 800 MHZ radio system conferencing capability provides rapid dissemination of information to subscribers. Group and individual fax is available to provide hard copy of warnings and information. Upon notification of a disaster or emergency situation, the Emergency Management Director is responsible for disseminating warnings to the following:

- (a). County Administrator
- (b). Each County Commissioner
- (c). Mayors of each municipality
- (d). Sheriff
- (e). County Department Directors
- (f). ESF Primary Agencies
- (g). Other Constitutional Officers

The State EOC must be notified when the EOC is activated and when incidents occur which may require a state response. Refer to ECC Policies for State Warning Point Reporting Guidance.

(6). When disasters occur, the public and response organizations need a reliable and timely means to disseminate a warning and instructions in response to the warning. When a warning is issued, most people will seek confirmation through other forms of media. They will also tend not to evacuate until the family unit is assembled. Other warning issues include language, hearing and sight barriers.

#### d. Cessation of Emergency Services

(1). During a hurricane scenario, emergency services will cease upon winds reaching 40 miles per hour. The ECC will queue and prioritize emergency service requests until winds subside.

(2). During other disasters, emergency services may be temporarily suspended or withheld until the disaster situation is safe for response workers.

(3). The Incident Commander is the authority to determine cessation of

emergency services.

e. Emergency Operations Center

(1). Santa Rosa County EOC Levels of Activation are similar to Florida State EOC. The Chairman of the Board of County Commissioners, the County Administrator, the Emergency Management Director or designee may activate the EOC when a situation warrants. The EOC is automatically activated when a Disaster Declaration is made or the Comprehensive Emergency Management Plan is implemented, if not already done so.

(2). The Levels of Activation are as follows:

**LEVEL III** A MONITORING phase. Selected agencies are notified that would take action as part of daily activities. The EOC is staffed by the Emergency Communications Center (at an appropriate manning level) and other Division of Emergency Management personnel.

**LEVEL II** A LIMITED activation. All primary agencies for Emergency Support Functions are notified. The EOC is staffed by Division of Emergency Management personnel and selected Emergency Support Function representatives.

**LEVEL I** A FULL-SCALE activation, all primary and support agencies under this CEMP are notified. The EOC is staffed by Division of Emergency Management personnel, Emergency Support Functions (ESF) personnel and others as appropriate.

f. Plan Implementation

When a county is threatened by a disaster condition, the Comprehensive Emergency Management Plan may be implemented to establish coordination between EOC and ESF. This execution of the plan serves as notice to agencies that operations have shifted from day-to-day normal operations to emergency operations. This could require major changes in mission, staffing, authorities, emergency actions and resource acquisition. Routine, day-to-day priorities are delayed or shifted to dedicate agency resources to the emergency effort. When a Disaster Emergency is declared the plan is automatically implemented. Without a declaration, the Board of County Commissioners, the County Administrator, the Emergency Management Director or their designated representative may implement the plan. Execution of the plan is announced by all means available.

2. Disaster Organization: (See Figure 5 - SRC EMA Emergency Organization)

Emergency Management in Santa Rosa County is accomplished using two distinct systems – Incident Command System and Emergency Support Functions. To do so, the following policies and procedures apply:



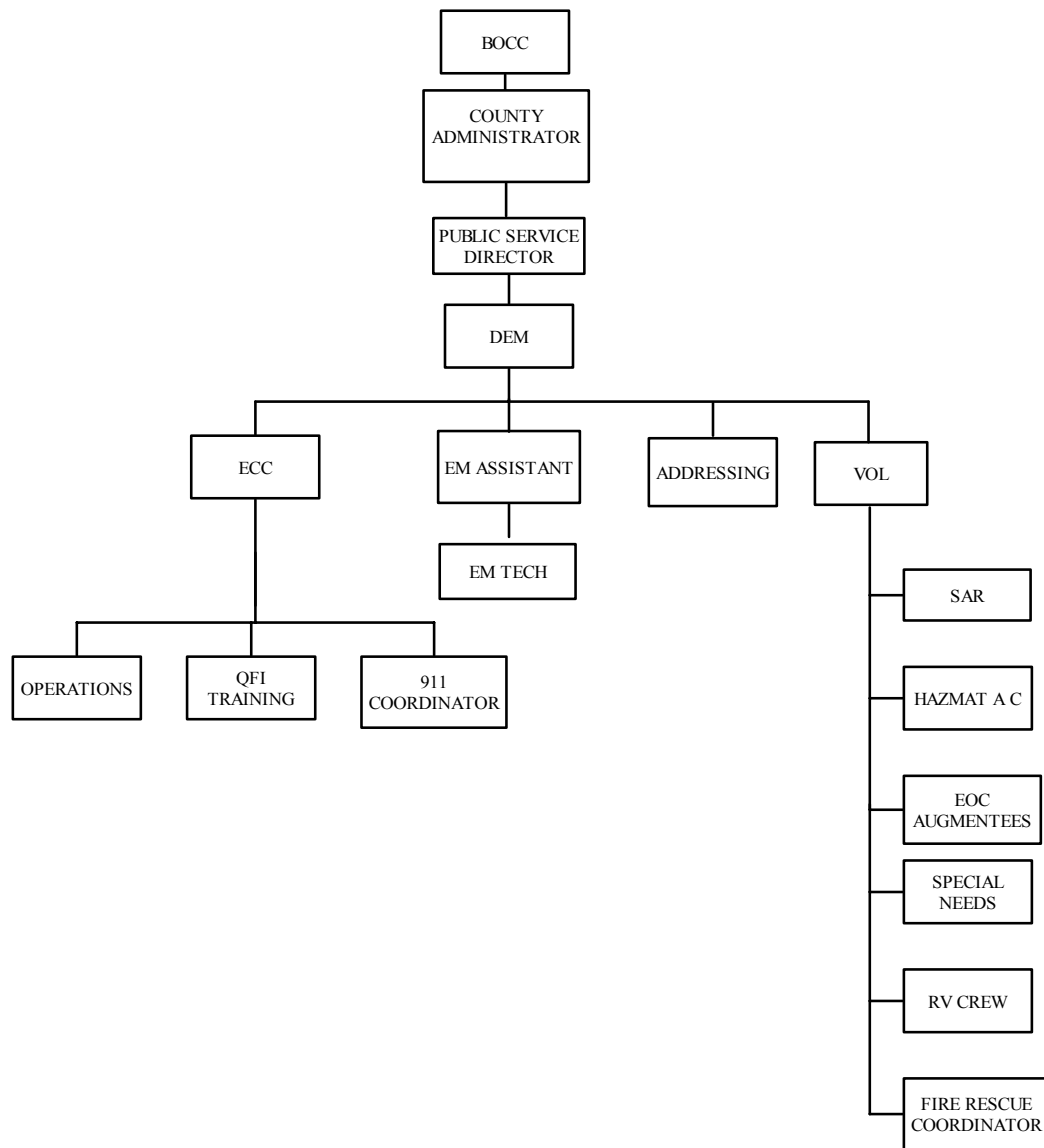


Figure 4 - SRC EMA Routine Organization

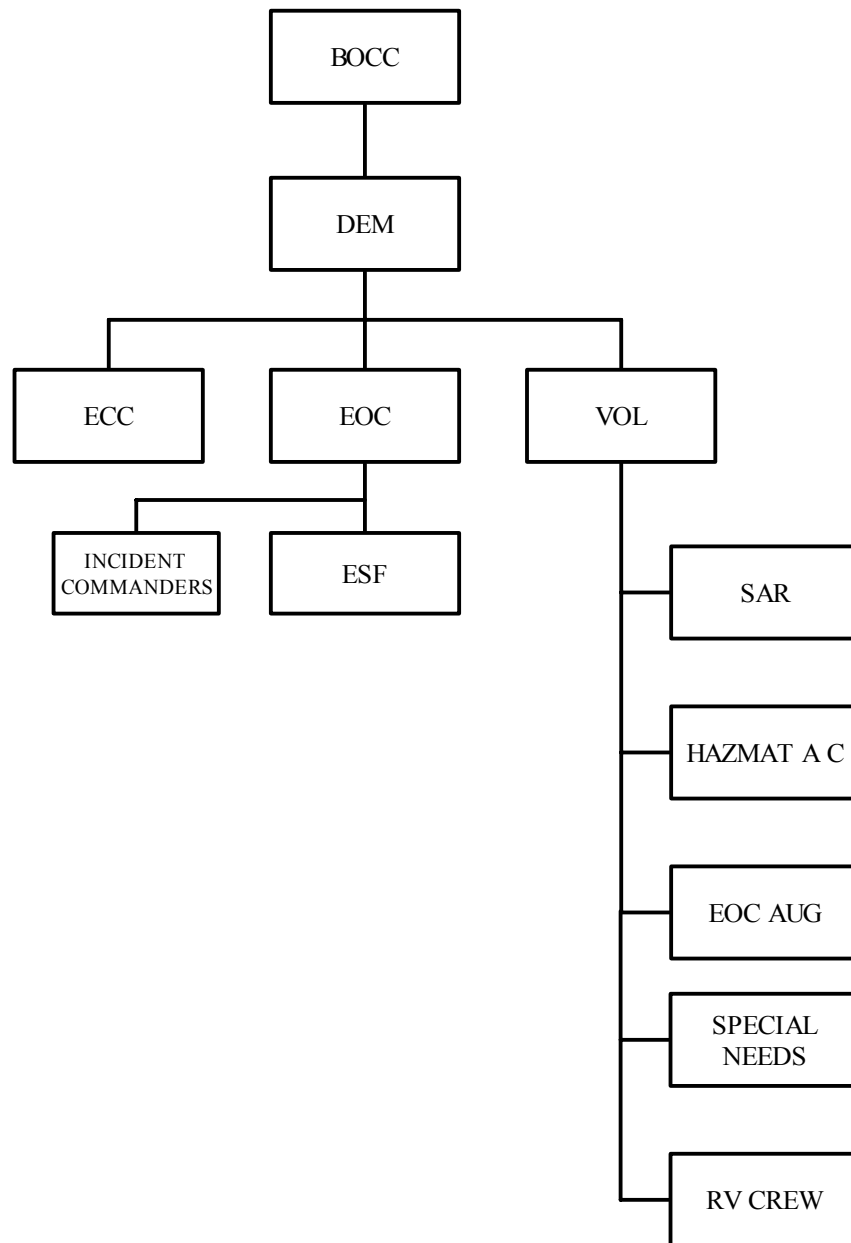


Figure 5 - SRC EMA Emergency Organization

a. Emergency Support Function responsibilities will be carried out in accordance with the policies and procedures of this CEMP and the Santa Rosa County Emergency Support Functions (ESF) Plan.

b. Emergency Authority

(1). The on-scene commander in an emergency response is a local official, usually an emergency services officer from police, fire or Emergency Medical Services (EMS). Overall, local coordination and commitment authority for local assets is retained by local elected officials, and typically delegated to the Emergency Management Director.

(2). The Board of County Commissioners, County Administrator or the Emergency Management Director may direct county evacuation, open shelters and request state assistance. County authorities may also activate mutual aid agreements with neighboring counties and may broker mutual aid agreements between municipalities within the county.

c. Succession

Succession is the process established to list the order or line of those entitled to succeed one another under emergency conditions. This ensures that the civil political leadership will continue to function effectively under emergency conditions. State and county ordinances identify and designate the chain of successors to include the first, second, and third alternates by job title to ensure continuous leadership, authority and responsibility for the senior elected executive position(s) and each department/agency chief who has specific responsibilities and functions in emergencies. Without a succession procedure, government may be unable to quickly meet disaster response needs. Generally, telephone notification of Commissioners and potential successors is made to address succession during a disaster situation.

d. Disaster Declaration

(1). Under the provisions of Santa Rosa County Ordinance No. 9-26, the Board of County Commissioners is empowered to issue proclamations or resolutions and regulations with the force of law. This includes a Declaration of a DISASTER EMERGENCY. During such time the Emergency Management Director has direct responsibility for the coordination of all disaster emergency relief activities and efforts, subject only to the Board of County Commissioners.

(2). When an event occurs requiring a disaster declaration, Emergency Management Director notifies the County Administrator. The County Administrator seeks to call a quorum of the Board of County Commissioners. If a quorum is not possible, succession falls to the Chairman, any available Commissioner or, absent a Commissioner, the County Administrator, who may decide to issue a Disaster Declaration.

(3). The Sheriff is empowered to declare a state of emergency based on Florida Statute 870.043. This declaration power is primarily for civil disturbance and imminent threat to public peace or order.

(4). Florida Statute Chapter 252 and 870.043, Santa Rosa County Ordinance No. 9-26 address the following concerns:

(a). The declaration of an emergency waives many procedures and formalities to expedite the disaster relief response.

(b). State statutes provide that the Governor may also declare a state of an emergency in the absence of a county declaration.

### 3. Emergency Management Organization Systems

a. The Board of County Commissioners, County Administrator or Emergency Management Director will implement the SRCCEMP and activate the Emergency Operations Center. EOC activation includes full or partial activation of ESF. This also includes mutual aid agreements, contingency contracts with vendors, sheltering and evacuation advisories, etc.

b. When a disaster strikes, municipalities request assistance through the county government. The county provides assistance to municipalities (within their borders). Santa Rosa County Government will request assistance from the State during events that overwhelm local resource and response capabilities when local capabilities are exhausted. The county and the state jointly determine whether inter-county mutual aid or direct state assistance is needed.

c. The county can expect a State Emergency Response Team (SERT) Liaison Officer, typically a DEM Area Coordinator or non-impacted Local Emergency Management Coordinator, to arrive at the county when threatened by or experiencing a large-scale emergency or disaster. The SERT Liaison Officer is responsible for providing on-going assessment of the situation and relaying any local recommendations or resource requests to the SEOC.

d. The SERT is comprised of all or a partial group of the agency designated Emergency Coordinating Officers (ECO), who are empowered to deploy the resources of their agency to carry out missions that are assigned by function. The SERT is organized into 17 functional groups called Emergency Support Functions (18 in Santa Rosa County). For each of these ESF, there is a designated lead organization and support agency.

e. After impact of a major or catastrophic emergency, a state Rapid Impact Assessment Team (RIAT) may be deployed. This team, under the auspices of the Florida National Guard and ESF 13, will be deployed via aircraft or land transport to assess the immediate human needs (food, water, health/medical, housing) and the damage to infrastructure (transportation, communications and utility systems). The RIAT assessment is used to identify those emergency actions that are necessary to preserve life and property in the impacted area. Other state, regional and local organizations will provide support to the RIAT in accomplishing this task.

f. The SRC Emergency Management Director may advise the Board of County Commissioners to declare a local state of emergency and make a formal request for state assistance. The request is channeled through DEM to the Governor's Office. At the same time, DEM may recommend that the Governor declare a state of emergency for the affected area (regional or statewide).

g. The SRC EOC serves as the central clearinghouse for information collection and coordination of response and recovery resources within the county, including the municipalities. During a major or catastrophic emergency in Florida, non-impacted counties are also requested to activate

their EOC. This system allows the SEOC to coordinate the delivery of intra-state mutual aid in an organized manner through the county network.

h. To augment the first responder force, state and local personnel and volunteers organized into Strike Teams may be deployed into the impacted area. Strike Teams provide self-contained work teams to perform specific response assignments, such as debris clearance, lifeline repair and restoration or emergency transport. Strike Teams will rely on deployment of local emergency management personnel from non-affected local governments.

i. When immediate threats to life and property have subsided and the need for continuing ESF operations has diminished, the county response operations will deactivate. Personnel involved in the response will then begin debriefing and documentation of lessons learned. This information will be consolidated and reviewed by management. Legitimate issues for corrective action will be forwarded to mitigation and preparedness program managers for incorporation into annual scopes of work and internal work plans.

#### 4. Variations

a. The emergency management structure for each and every emergency, at all levels, is determined as part response process to include activation as required.

b. More detailed information is contained in applicable sections throughout this CEMP.

#### 5. Emergency Support Functions (ESF)

a. Emergency Support Functions represent functional groupings of types of assistance that jurisdictions are likely to need. A single agency is charged with responsibility for ESF operations and many other agencies support the primary agency, (see Figure 6 - Emergency Support Function Matrix / Primary and Support). An agency may be designated as primary for an ESF for a number of reasons. The agency may have a statutory responsibility to perform that function; or through its programmatic or regulatory responsibilities, the agency may have developed the necessary expertise to lead the ESF. In some agencies, a portion of the agency's mission is similar to the mission of the ESF; therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency. Whatever the reason an agency is designated as the Primary Agency, that agency has the necessary contacts and expertise to coordinate the activities of that support function. Further, a single agency may be involved in more than one ESF.

b. When the EOC is activated, the designated ESF lead agencies ensure a representative responds to the EOC to coordinate that ESF. The Primary Agency has discretion as to how many, if any, support agencies they will require to support them or represent that ESF in the EOC. Due to the limited space available in the EOC, the attendance of support agencies should be closely coordinated.

c. The lead agency for the ESF will be responsible for obtaining all information relating to ESF activities and requirements caused by the disaster and disaster response. This information gathering will frequently require the Primary Agency to step outside traditional information gathering protocols.

d. The state will respond to local requests for assistance through the ESF process. Within the SRCEOC, requests for assistance will be tasked to the corresponding ESF for completion. The Primary Agency will be responsible for coordinating the delivery of that assistance to the disaster area. The eighteen ESF in Santa Rosa County consist of the following:

County/State/Federal & Other Agencies	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18
ARC of NW Florida					S	P					S				S			S
Area Veterinarians																	S	
AT & T Wireless		S																
Baptist Flight	S							S										
BellSouth		S																
Bene. Assoc. of SRC						S					S				S			
Civil Air Patrol	S			S														
Dist. 1 Medical Examiners Office								S										
E911 Coordinator		S												S				
Eglin AFB DP Office													S					
Esc. River Electric Coop.												S						
FEPA					S													
FHP																S		
FL Assoc. of Broadcasters														S				
FDACS				S							S							
FDCFS														S	S			
FDEP										S								
FDLE																S		
FDOEA														S				
FDOI														S				
FDOT	S									S				S		S		
FG&FWFC																S		
FMCC																S		
FNG													S			S		
FPSC														S				
GB City Manager Office					S													
GB Hospital								S										S
GB Police Dept.				S												S		
GB Public Works Dept.			S					S		S		S						
GB Utility Depts.												S						
GB Zoo																	S	
Governor's Press Off.														S				
Gulf Power												S						
Home Health Care Agencies																		S
Hurlburt Field DP Office													S					
Jay Hospital								S										S
Jay Public Works Dept.			S					S		S		S						
Jay Town Manager Office					S													
Lifeguard Air Amb.								S										
Milton City Manager Office					S													
Milton Police Department				S												S		
Milton Public Works			S					S		S		S						

Dept																		
Milton Utility Depts.											S							
NWS Mobile Office					S													
RSVP															P			
Rural Metro Ambulance	S					S		S										S
Santa Rosa Medical Center								S										S
Salvation Army						S					P				S			
Southern Link		S																
SRC & Muncip. Fire/ Rescue Dept./Dist				S				S	S	S								S
SRC Admin. Office					S									S				
SRC Animal Services								S									P	
SRC ARES		S				S		S	S					S				S
SRC Board of Realtors			S															
SRC BOCC					S									S				
SRC Building Insp. Dept.			S															
SRC Clerk of Courts					S		S											
SRC Code Enforcement																S		
SRC DEM				S	P	S				S		P	P	S	S			P
SRC Dept. of Health					S	S		P		S	S	S						S
SRC Dist. Sch. Admin.						S					S							
SRC Dist. Sch. Transp.	P			S				S										S
SRC ECC		P																
SRC Elections Office					S													
SRC Emerg. Comm. Dir.														S				
SRC Envir. Health Dept.			S															
SRC Extension Office																	S	
SRC FF Association				P				S	P									
SRC Finance Office							S											
SRC Fire/Res. Coord.				S														
SRC HM Advisory Committee										P								
SRC Mosquito Ctl.			S					S										
SRC Office of Mgt. & Bud.							P											
SRC Property Appr.			S		S													
SRC PIO					S									P				
SRC Public Works Dept.	S		P	S				S	S	S		S						
SRC SAR				S					S									
SRC Sheriff's Office	S	S		S	S	S			S	S	S					P	S	S
United Way of SRC						S									S			
VOAD															S			
Wadkins Electronics		S																
Whiting Field DP Office													S					

P = Primary

S = Support

FIGURE 6 - Emergency Support Function Matrix / Primary and Support



## **ESF 1            Transportation**

**Purpose:**            The purpose of this ESF is to coordinate the use of transportation resources to support the needs of local governments, voluntary organizations and other emergency support groups requiring transportation capacity to perform their emergency response, recovery and assistance missions.

**State Lead Agency:**    Department of Transportation

**Primary Agency:**        Santa Rosa County District Schools (Transportation Director)

**Support Agencies:**    Department of Transportation  
Civil Air Patrol  
Santa Rosa County Sheriff's Office  
Santa Rosa County Public Works Department  
Rural Metro Ambulance  
Baptist Flight

## **ESF 2            Communications**

**Purpose:**            To provide rapid, reliable, and efficient means of transmitting and receiving emergency information necessary to coordinate county operations during emergencies.

**State Lead Agency:**    Department of Management Services/Division of Communications

**Primary Agency:**        Santa Rosa County Emergency Communications Center

**Support Agencies:**    E911 Coordinator  
Santa Rosa County Sheriff's Office  
BellSouth Telephone Company  
Santa Rosa County Amateur Radio Emergency Service  
AT&T Wireless  
Southern Link  
Wadkins Electronics

## **ESF 3            Public Works and Engineering**

**Purpose:**            Evaluate infrastructure damage and coordinate emergency debris clearing of essential roads within Santa Rosa County. ESF 3 will also coordinate emergency contracting, building inspections, engineering services and demolitions. ESF 3 will allocate debris clearing and Public Works equipment and process all requests for needs and donations of Public Works and debris clearing equipment.

**State Lead Agency:**    Department of Transportation

**Primary Agency:**        Santa Rosa County Public Works Department

Support Agencies: Santa Rosa County Property Appraiser's Office

Santa Rosa County Building Inspection and Permit  
Department  
Santa Rosa County Board of Realtors  
City of Milton Public Works Department  
City of Gulf Breeze Public Works Department  
Town of Jay Public Works Department  
Santa Rosa County Environmental Health Department  
Santa Rosa County Mosquito Control/Solid Waste Department

#### **ESF 4            Firefighting**

Purpose:            Manage and coordinate firefighting support within Santa Rosa County to suppress urban, rural and wildland fires resulting from or occurring coincidentally with a significant disaster condition or event. ESF 4 will allocate county fire resources and personnel to assure adequate fire suppression capability. ESF 4 will process all requests for needs and donations of fire suppression and rescue equipment. ESF 4 will coordinate with the Volunteer Personnel Center to provide adequate relief for fire services personnel.

State Lead Agency:    Department of Insurance/State Fire Marshall

Primary Agency:        Santa Rosa County Firefighters' Association

Support Agencies:     Santa Rosa County and Municipality Fire/Rescue Departments/Districts  
Santa Rosa County Fire/Rescue Coordinator  
Florida Department of Agriculture & Consumer Services  
(Division of Forestry)  
Santa Rosa County Sheriff's Office  
Santa Rosa County Division of Emergency Management  
Gulf Breeze Police Department  
Milton Police Department  
Santa Rosa County District Schools (Transportation Director)  
Santa Rosa County Public Works Department  
Santa Rosa County Search & Rescue  
Civil Air Patrol

#### **ESF 5            Information and Planning**

Purpose:            The assessment of personal and property losses and reports committed to this effort is continuous. The response is progressive in nature. First actions will be taken at the local level with state and federal involvement as necessary to supplement local capabilities. Initial reports are the necessary basis for the Governor's decision to declare a state of emergency and to request a Presidential Emergency or Disaster Declaration. Additionally, these reports form the basis for determining specific types and extent of assistance needed in the affected area.

State Lead Agency:    Department of Community Affairs/Division of Emergency Management

Primary Agency:        Santa Rosa County Division of Emergency Management

Support Agencies: Santa Rosa County Administrator's Office  
Santa Rosa County Board of County Commissioners' Office  
Santa Rosa County Public Information Officer  
Santa Rosa County Property Appraiser's Office  
Santa Rosa County Sheriff's Office  
Santa Rosa County Clerk of Courts  
Santa Rosa County Elections Office  
Santa Rosa County Department of Health  
Gulf Breeze City Manager's Office  
Milton City Manager's Office  
Jay Town Manager's Office  
American Red Cross of Northwest Florida  
Florida Emergency Preparedness Association  
National Weather Service Office - Mobile

## **ESF 6            Mass Care**

Purpose: Establishes and maintains sheltering and feeding centers for the entire county in the event of natural or manmade disasters. Coordination of relief supplies, delivery and sheltering of evacuees and displaced disaster victims will be conducted by all volunteer and government agencies that operate victim assistance programs. Other responsibilities include documentation and reporting of shelter residents, shelter injuries and casualties, determining needs, the processing of all requests for meeting those needs and secure donations of life supporting supplies. Coordination with Supporting Agencies to provide adequate volunteers to relieve shelter volunteers and assist in addressing other mass care duties.

State Lead Agency: Department Business and Professional Regulation

Primary Agency: American Red Cross of Northwest Florida

Support Agencies: Santa Rosa County Division of Emergency Management  
Santa Rosa County Department of Health  
Santa Rosa County District Schools (Assistant  
Superintendent for Administrative Services)  
Santa Rosa County Sheriff's Office  
Salvation Army  
Santa Rosa County Amateur Radio Emergency Service  
Rural Metro Ambulance  
Benevolent Society of Santa Rosa County  
United Way of Santa Rosa County

## **ESF 7            Resource Support**

Purpose: Provide logistical and resource support to the Board of County Commissioners (BOCC), the Emergency Operations Center (EOC) and all other Constitutional Officers and county departments with priority being the protection and management of county assets.

State Lead Agency: Department of Management Services/Division of Purchasing

Primary Agency: Santa Rosa County Office of Management & Budget

Support Agencies: Santa Rosa County Finance Office  
Santa Rosa County Clerk of the Courts

## **ESF 8 Health and Medical Services**

**Purpose:** Identify health and medical needs of the entire count after a disaster. Coordinate the health and medical resources needed in responding to public health and medical care needs following a significant natural disaster or manmade event. Since this ESF encompasses so many requirements, ESF 8 is divided into four parts. Part I covers the Emergency Medical Service Perspective; Part II will cover the health, medical, and sanitation. Part III covers water supply, and Part IV is the mortuary section.

State Lead Agency: Department of Health

Primary Agency: Santa Rosa County Department of Health

Support Agencies: Rural Metro Ambulance  
Santa Rosa County Firefighters' Association  
Santa Rosa Medical Center  
Gulf Breeze Hospital  
Jay Hospital  
Santa Rosa County District Schools (Transportation Director)  
Baptist Flight  
Santa Rosa County Amateur Radio Emergency Service  
Life Guard Air Ambulance Service  
Santa Rosa County Animal Services  
Santa Rosa County Mosquito Control  
Santa Rosa County Public Works Department  
City of Milton Public Works Department  
City of Gulf Breeze Public Works Department  
Town of Jay Public Works Department  
District 1 Medical Examiner's Office  
Santa Rosa County and Municipality Fire/Rescue Departments/Districts

## **ESF 9 Search and Rescue**

**Purpose:** Provide support to communities after a major disaster and to coordinate the use of resources in both urban and non-urban search and rescue and in response to an actual or potential disaster condition. The search and rescue activities include, but are not limited to, locating and extricating to victims in distress.

State Lead Agency: Department of Insurance/State Fire Marshall

Primary Agency: Santa Rosa County Firefighters' Association

Support Agencies: Santa Rosa County and Municipality Fire/Rescue Departments/Districts  
Santa Rosa County Search & Rescue  
Santa Rosa County Public Works Department  
Santa Rosa County Sheriff's Office  
Santa Rosa County Amateur Radio Emergency Service

## **ESF 10 Hazardous Materials**

Purpose: Provide support in response to an actual or potential discharge and/or release of hazardous materials resulting from a natural or manmade or technological disaster.

State Lead Agency: Department of Environmental Protection

Primary Agency: Santa Rosa County Hazardous Material Advisory Committee

Support Agencies: Santa Rosa County and Municipality Fire/Rescue Departments/Districts  
Santa Rosa County Department of Health  
Santa Rosa County Division of Emergency Management  
Santa Rosa County Public Works Department  
Santa Rosa County Sheriff's Office  
City of Milton Public Works Department  
City of Gulf Breeze Public Works Department  
Town of Jay Public Works Department  
Florida Department of Environmental Protection  
Florida Department of Transportation

## **ESF 11 Food and Water**

Purpose: Coordinate food and water distribution from the recovery staging areas to local distribution sites. Monitor the collection and sorting of all food and water supplies donated and assure safety for consumption. Process all requests for needs and donations of food and water supplies. Coordinate with the volunteer personnel center to provide adequate relief for volunteers.

State Lead Agency: Department of Agriculture and Consumer Services

Primary Agency: Salvation Army

Support Agencies: Santa Rosa County Department of Health  
Santa Rosa County District Schools (Assistant Superintendent for Administrative Services)  
Santa Rosa County Sheriff's Office  
Department of Agriculture and Consumer Services  
(Division of Forestry)  
American Red Cross of Northwest Florida  
Benevolent Association of Santa Rosa County

## **ESF 12        Energy**

**Purpose:**        Coordinate and direct the restoration of water, sewer, electrical power, phone service and fuel supplies. Prioritize all energy and utility repairs and provide updates about areas of restoration through ESF 5. Allocate local energy and utility resources and process all requests for needs and donations of energy and utility equipment and supplies.

**State Lead Agency:**    Public Service Commission/Department of Community Affairs

**Primary Agency:**        Santa Rosa County Division of Emergency Management

**Support Agencies:**    Gulf Power Electrical Company  
Santa Rosa County Public Works Department  
City of Gulf Breeze Utilities Department  
City of Gulf Breeze Public Works Department  
City of Milton Utilities Department  
City of Milton Public Works Department  
Town of Jay Public Works Department  
Santa Rosa County Department of Health  
Escambia River Electric Cooperative Inc.

## **ESF 13        Military Support**

**Purpose:**        Provide Military Support (Florida National Guard) in times of a major or catastrophic disaster and/or civil unrest and detail the responsibilities and the role of the Florida National Guard in conducting rapid impact assessments. Coordinate with local military resources as appropriate.

**State Lead Agency:**    Department of Military Affairs/Florida National Guard

**Primary Agency:**        Santa Rosa County Division of Emergency Management

**Support Agencies:**    Florida National Guard  
Whiting Field Disaster Preparedness  
Hurlburt Field Disaster Preparedness  
Eglin AFB Disaster Preparedness

## **ESF 14        Public Information**

**Purpose:**        To provide a rapid means of disseminating accurate information to the public from the Santa Rosa County Board of County Commissioners and Division of Emergency Management. Provide and disseminate information to county officials, emergency services staff, media outlets, municipal officials and citizens. Provide rumor control volunteer staff and warning procedure during an emergency. Maintain a Public Education Information library and necessary records. Maintain liaison with municipalities, contiguous political jurisdictions and state and federal levels.

**State Lead Agency:**    Department of Community Affairs

Primary Agency: Santa Rosa County Public Information Officer

Support Agencies: Santa Rosa County Division of Emergency Management  
Santa Rosa County Administrator  
Santa Rosa County Board of County Commissioners  
Emergency Communications Director  
E911 Coordinator  
Governor's Press Office  
Santa Rosa County Amateur Radio Emergency Service  
Florida Department of Children and Family Services  
Florida Department of Elder Affairs  
(Santa Rosa Aging Services)  
Florida Department of Transportation  
Florida Department of Insurance  
Florida Public Service Commission  
Florida Association of Broadcasters

#### **ESF 15      Volunteers and Donations**

Purpose: Analyzes and maintains the status of Unmet Needs and expedites the delivery of voluntary goods and services to support the relief effort in a disaster area in a manner consistent with the provisions of Emergency Management directives and decisions.

State Lead Agency: Florida Commission on Community Service

Primary Agency: Retired and Senior Volunteer Program (RSVP)

Support Agencies: Santa Rosa County Division of Emergency Management  
American Red Cross of Northwest Florida  
Benevolent Association of Santa Rosa County  
Florida Department of Children and Family Services  
Salvation Army  
Volunteer Organizations Active in Disasters (VOAD)  
United Way of Santa Rosa County

#### **ESF 16      Law Enforcement and Security**

Purpose: Establish procedures for the command, control and coordination of county, municipal and local state law enforcement personnel/equipment to support emergency/disaster response operations. Coordinates with the Florida National Guard and other external law enforcement agencies in support of security missions and other law enforcement agency activities. Implements actions as outlined in the Florida Mutual Aid Plan for law enforcement pursuant to Chapter 23.123 1, the Florida Mutual Aid Act.

State Lead Agency: Department of Law Enforcement

Primary Agency: Santa Rosa County Sheriff's Office



Support Agencies:   Municipal Police Departments  
Florida Highway Patrol  
Florida Department of Law Enforcement  
Florida Department of Transportation  
Florida Game and Fresh Water Fish Commission  
Florida National Guard  
Florida Motor Carrier Compliance  
Santa Rosa County Code Enforcement

## **ESF 17           Animal Issues**

Purpose:           Provide for the coordination of local resources to small pet, livestock and exotic animal care needs before, during and following a significant natural or technological disaster. Support is coordinated by Santa Rosa County Animal Services for small animals and by Santa Rosa County Extension Service for large animals.

State Lead Agency:   Department of Agriculture and Consumer Services

Primary Agency:     Santa Rosa County Animal Services

Support Agencies:    Santa Rosa County Extension Office  
Santa Rosa County Sheriff's Office  
Gulf Breeze Zoo  
Area Veterinarians

## **ESF 18           Special Needs**

Purpose:           Develop policy guidelines for sheltering people with special needs; develop strategies to ensure adequate staffing for the Special Needs Evacuation Center and the registration of people with special needs.

State Lead Agency:   Not Applicable (Department of Health)

Primary Agency:     Santa Rosa County Division of Emergency Management

Support Agencies:    Santa Rosa County Department of Health  
Santa Rosa County District Schools (Assistant Superintendent for Administration)  
Santa Rosa County Sheriff's Office  
Santa Rosa County Amateur Radio Emergency Service  
Rural Metro Ambulance  
Santa Rosa Medical Center  
Gulf Breeze Hospital  
Jay Hospital  
American Red Cross of Northwest Florida  
Home Health Care Agencies

Santa Rosa County and Municipality Fire/Rescue Departments/Districts

6. Incident Command System (ICS)

a. Incident Command System

(1). ICS is designed to be used for all kinds of emergencies, and is applicable to both small day-to-day situations as well as very large complex incidents. For disasters, it provides multi-agency, multi-jurisdictional control. It is adaptable to the incident and new technologies. Like the ESF concept it uses common terminology and concepts universal to disaster management. Agencies engaged in emergency responding in Santa Rosa County use ICS.

(2). The Incident Commander is the ranking on-scene individual. Components under the Incident Commander report to that position.

(3). Functional areas usually are Operations, Planning, Logistics and Finance including maintaining an interface with the EOC when activated.

7. Responsibilities

a. County

As required by 252.38, Florida Statutes, county governments are responsible for:

(1). Active leadership of an emergency management framework at the county level involving all government, private and volunteer organizations which have a role in the success of comprehensive emergency management within the county.

(2). Development and leadership of a broad-based public awareness, education and information program designed to reach a majority of the citizens of the county, including citizens needing special media formats, such as Braille or non-English languages.

(3). Active participation in discussions and negotiations with the state regarding policies and priorities to ensure that the work being done contributes to the improvement of emergency capabilities for the county.

(4). Responsible execution of negotiated scopes of work for federal and state emergency management programs.

(5). Support of the emergency management needs of all municipalities within borders, and brokering of intra-county mutual aid agreements to render emergency assistance. When local requests for assistance exceed county resources, the county will contact the state for assistance on behalf of the municipality and the county.

(6). Establishment and monitoring of county mutual aid agreements within the county, outside the county and the state.

(7). Direction and control of a county response and recovery approach

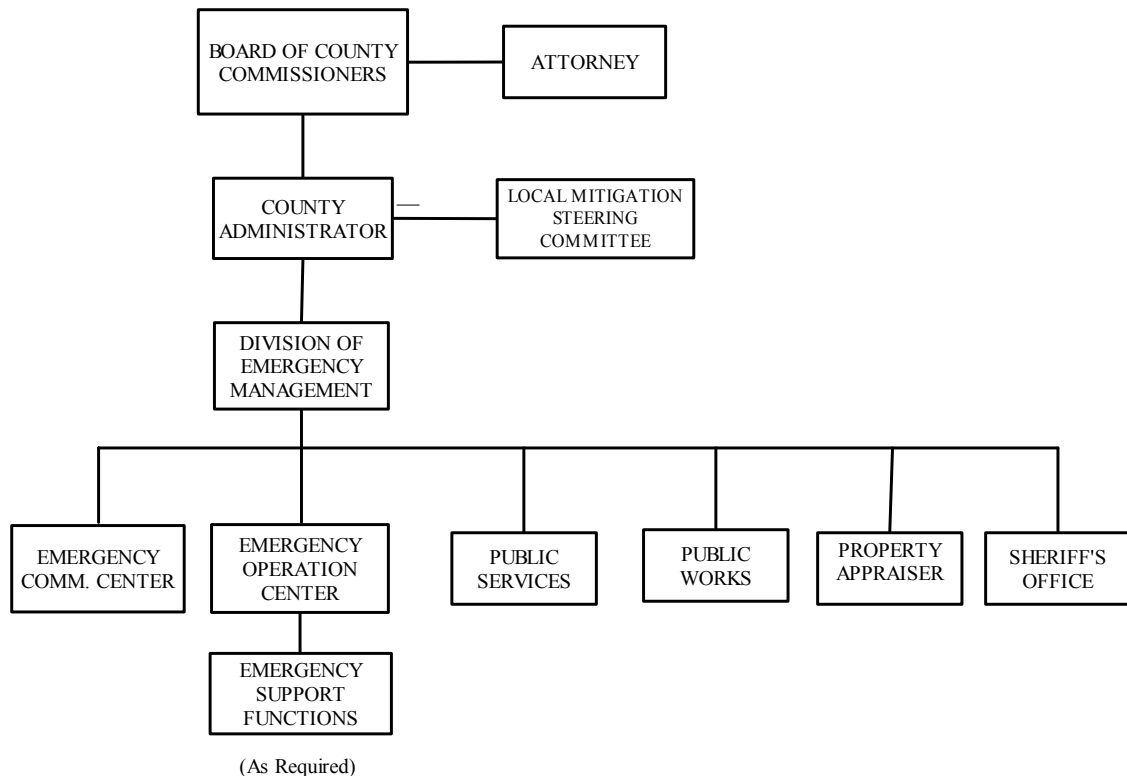
which is based on functional groups, involves broad participation from county organizations, and is compatible with the state response and recovery organization and concept of operations. See Figure 7 - Santa Rosa County Emergency Operations Section (Recovery / Post-Event Mitigation).

(8). Leadership and participation in programs or initiatives designed to avoid, reduce and mitigate the effects of hazards through development and enforcement of policies, standards and regulations.

b. Municipalities and Special Districts

Municipalities and special districts are responsible for establishing liaisons with counties and with other state organizations to support emergency management capabilities within Florida. Special districts that involve inter-jurisdictional authority can provide resources and services to support other functionally related systems in time of disaster.

**SANTA ROSA COUNTY EMERGENCY OPERATIONS SECTION  
(RECOVERY / POST-EVENT MITIGATION)**



## Figure 7 - Santa Rosa County Emergency Operations Section (Recovery/Post-Event Mitigation)

### c. State of Florida

The Government of the State of Florida is responsible for:

- (1). Active leadership of an emergency management framework at the state level involving all government, private and volunteer organizations which have a role in the success of comprehensive emergency management within Florida.
- (2). Development and leadership of a broad-based public awareness, education and information program designed to reach a majority of the citizens of Florida, including citizens needing special media formats, such as Braille or non-English languages.
- (3). Active participation in discussions and negotiations with other states and with the federal government regarding policies and priorities to ensure that the work being done contributes to the improvement of emergency capabilities for the nation.
- (4). Responsible execution of negotiated scopes of work for federal and state emergency management programs.
- (5). Support of the emergency management needs of all counties within Florida, and brokering of inter-county and assistance. When requests for assistance exceed state resources, the state will contact other states for assistance, as well as FEMA.
- (6). Establishment and monitoring of state mutual aid agreements within the state, with other states and with FEMA.
- (7). Direction and control of a state response and recovery approach which is based on functional support groups, involves broad participation from state organizations, and is compatible with the federal response and recovery organization and concept of operations.
- (8). Leadership and participation in programs or initiatives designed to avoid, reduce and mitigate the effects of hazards through development and enforcement of policies, standards and regulations.

### d. Federal Government

The federal government is responsible for:

- (1). Providing immediate emergency response on federally owned or controlled property, such as military installations and federal prisons, and notification of the Florida DEM.
- (2). Providing assistance, as requested by the State of Florida, under the lead agency's direction of FEMA, as specified in the Robert T. Stafford Act, Public Law 93-288.
- (3). Identifying and coordinating assistance under other federal statutory

authorities.

## C. Preparedness Activities

### 1. General Issues

#### a. Santa Rosa County Comprehensive Emergency Management Plan (CEMP) Development and Maintenance

(1). The Santa Rosa County Division of Emergency Management will maintain the CEMP and update it as required in no less frequent than four-year intervals. Upon concurrence by the State Division of Emergency Management, the Santa Rosa County Board of County Commissioners will adopt the CEMP and such action noted in the BOCC Minutes and by the Chairman signing the appropriate Resolution. The Santa Rosa County Division of Emergency Management will keep the original copy of the adopted CEMP and updated copies as they occur will be provided to appropriate entities.

#### (2). Capabilities Assessment

The State of Florida Emergency Management Capability Assessment Checklist found in Appendix 7 to Annex C is prepared as part of the State Division of Emergency Management Field Review process and is updated when an Assessment is performed.

#### b. Hazard Mitigation Strategic Planning

Santa Rosa County has established a Hazard Mitigation Strategy Steering Committee that maintains a prioritized listing of approved mitigation efforts within the County. As projects are funded/completed the list is updated as required. The Steering Committee meets periodically to modify the list to accommodate additions and other changes, see Figure 8 - Santa Rosa County Emergency Operations Section (Preparedness / Pre-Event Mitigation).

### 2. Public Awareness and Education

In order to better inform the public of protective actions before an emergency/disaster occurs, public information activities are crucial. The Santa Rosa County Public Information Program focuses a year round campaign to better prepare the public. These efforts include awareness campaigns about mitigation programs. With the onset of disaster conditions, these efforts result in better communication of emergency information to Santa Rosans before, during and after a disaster. Particular attention will be given to strategies that enhance awareness of the evacuation process, road conditions, shelter status, re-entry issues and how to communicate information to people during evacuation.

## **SANTA ROSA COUNTY EMERGENCY OPERATIONS SECTION (PREPAREDNESS / PRE-EVENT MITIGATION)**

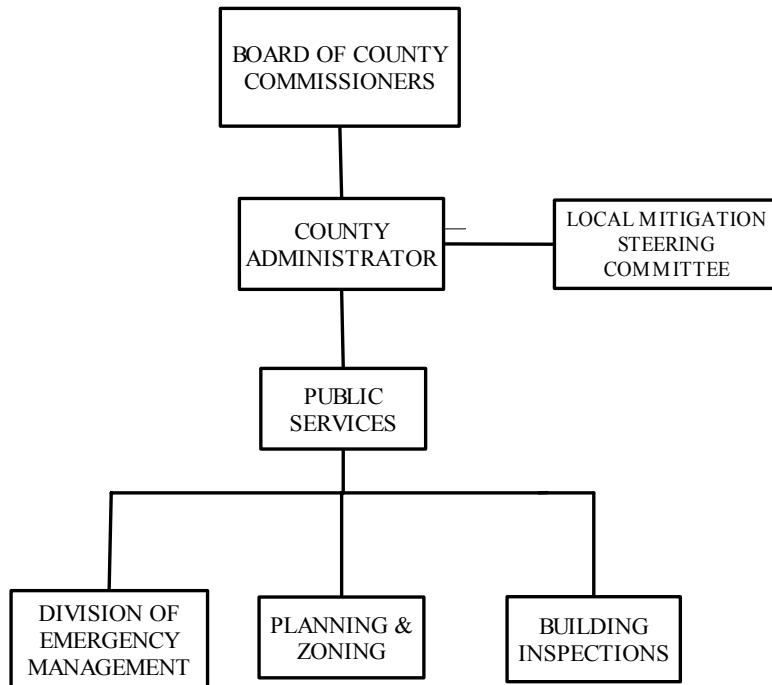


Figure 8 - Santa Rosa County Emergency Operations Section (Preparedness/Pre-Event Mitigation)

### **3. Exercise Program**

A viable exercise program is an essential component of any effort to fully train emergency management personnel in their duties and responsibilities when a disaster occurs. It is crucial that as many emergency personnel as possible “experience” a disaster under as realistic conditions as feasible prior to an actual event. The purpose of exercising is to improve the preparedness posture of the organization involved, which will result in the reduction of loss of life and property when a disaster occurs.

a. Guidelines and schedules for annual exercises have been established according to the Santa Rosa County Five-Year Strategic Plan.

b. Whenever possible exercises and drills include private organizations such as Air Products, Sterling Fibers and Jay Exxon. Tornado and fire evacuation drills are conducted at all

schools and nursing homes.

c. Outside qualified observers are requested to evaluate all drills and a critique is held as soon as possible to identify deficiencies that need to be corrected as soon as possible.

d. In the interest of economy, actual events meeting the exercise goals may be substituted for scheduled events.

#### 4. Training

For any Emergency Management program to be successful, training of individuals at all levels of government for their respective roles in the four phases of emergency management must be considered a high priority. The focal point of this effort is the Emergency Support Function concept that requires coordination at the federal, state and local levels of government to ensure that everyone involved in emergency activities are aware of their responsibilities when a disaster threatens or occurs. The following are some fundamentals of the Santa Rosa County program:

a. The Emergency Management Director, adhering to the all-hazards approach, distributes educational materials and schedules training from federal, state and private activities.

b. Damage Assessment training is a particular priority due to the demand in the event of a disaster.

c. Within resource constraints, the Emergency Management Director coordinates training opportunities and arranging for and providing lectures and seminars on Emergency Management operations, severe weather precautionary measures and hazardous material problems and solutions. The latter primarily offered to civic organizations, churches and public and private relief organizations.

#### D. Response Actions

##### 1. Initial Actions.

The Emergency Management Director will:

a. **Determination of Existing or Impending Disaster:** Emergencies can grow into disasters. Responders may not grasp that the magnitude of an incident warrants a disaster response. Emergency Management has a responsibility to recognize that possible disaster conditions exist and to initiate action. Notification of key personnel by the ECC or EOC through alpha pager, telephone, email and media are accomplished to ensure incidents are monitored. See Figure 9 - Santa Rosa County Emergency Operations Section (Response).

b. **Direction and Control:** Determine who or what organization is "in-charge". The Incident Commander for a disaster (versus a local emergency) affecting the County is the EOC Command Staff. Emergency Management Director has responsibility to oversee the county disaster operations and initiate notifications, if necessary.

c. **Activation of County Plan:** When an emergency or disaster has occurred or

is imminent, the Board of County Commissioners may issue a Declaration of a Local Emergency which activates the emergency response, recovery and mitigation aspects of the county and inter-jurisdictional disaster plans that apply to the affected area. Such Declarations are needed for the deployment and use of county personnel, supplies, equipment, materials and/or facilities that are available.

d. Declaring a Disaster Emergency: If disaster threatens prior to the Special meeting of the Board of County Commissioners, the decision to issue an Declaration will be accomplished in accordance with the succession procedure found in Paragraph III, A, 2, d of this Plan. Absent a Declaration, the Emergency Management Director may activate the plan. In this situation, Emergency Management will coordinate any emergency response actions that may be necessary for the immediate protection of life and property.

e. Activation of EOC: The EOC will be may be activated by the Emergency Management Director prior to the Declaration when circumstances dictate. If not done so prior to Board of County Commissioners' Declaration, the EOC will be activated at that time. The EOC serves as the nerve center for the coordination and control of the county's response and recovery efforts. The EOC activation level is situational dependent and level of inter-agency coordination needed. When the EOC is activated, an initial briefing on the situation is provided to the EOC and ESF staff.

f. Warning and Communication: Using the government and public communication media, warning instructions will be provided to the public. Notification of key personnel and agencies using group paging and any other available system are also accomplished. The EOC/ECC has group paging capability for specific or general individual/agency paging.

g. Evacuation Actions: The Incident Commander or Emergency Management Director or other authorized government officials will decide on the type and level of evacuation needed. In the event of a multi-county, regional or interregional evacuation, state assistance and support will be coordinated from the SEOC by the SERT. The county initial actions that may take place relative to evacuation are:

- (1). Determining type of evacuation and affected areas.
- (2). Issue an evacuation notice and activate shelters, if required.
- (3). Determine notification needs for Special Needs Registry and transportation coordination.

h. Public Information: If circumstances warrant, a public information release should be considered. This is separate from the evacuation or warning instructions. This can be provided by ESF 14 or the senior official in charge. Public announcements should include information about the Citizens Information Lines, Special Needs Evacuation Center and other applicable numbers as well as actions to be taken by the public.

- i. Mutual Aid: The Emergency Management Director will:
- (1). Consider requesting/offering mutual aid to support a disaster operation.



(2). Comply with the statewide Mutual Aid Agreement that establishes procedures for counties to support and obtain reimbursement while operating in the requesting county. This agreement is signed by Florida counties and municipalities. Santa Rosa County and all municipalities are signatories to the Agreement. The agreement can be found at the Division of Emergency Management.

j. Mass Care Actions: The following initial actions will take place relative to sheltering (See Appendix 5 to Annex C of this Plan):

(1). In the event of a multi-county, regional or interregional evacuation, state assistance will be coordinated from the SEOC by the SERT.

(2). Notification of the American Red Cross. Determine the amount and type of sheltering needed.

(3). If sheltering in place is necessary, determine the specific instructions for public dissemination.

k. Other EOC Actions

(1). Notify county agency resources to stand by for deployment.

(2). Notify and instruct all county agencies to prepare to support inter-county mutual aid agreements.

(3). Tailor organizational activations to the incident. Activate specific ESF to support the incident directly or standby for future tasking. Though each ESF has specific responsibilities, specific tasks common to every incident require action while the EOC is activating.

l. Mission Assignments: The Incident Commander, through the EOC, issues mission assignments to the applicable ESF. Each ESF will task county/local agencies to provide resources on a mission assignment basis. When a resource is exhausted, the ESF submits resource requests to the State EOC.

## 2. Continuing Actions

a. The lead agency for each ESF will be responsible for identifying the particular resource(s) required to support the mission and coordinate the delivery of that resource.

b. Refer to the EOC Standard Operating Procedure for specific guidance on the messaging, mission tasking and tracking system.

c. Activating Mutual Aid Agreements and Memoranda of Understanding.

d. Coordinating and exercising regional, interregional and statewide emergency communication checks.

e. Coordinating the mechanics of the evacuation, i.e., identification and

designation of regional, interregional and/or statewide evacuation routes; mobilization, deployment and placement of security personnel to direct traffic flow; and initiation and cancellation of evacuation orders to ensure the safety of evacuees.

- f. Coordinating resources and actions to deal with the possibility of directing any evacuees caught on evacuation routes to safer surroundings.
- g. Coordinating the provision of sheltering i.e., communications, nursing, sanitation, food, security.
- h. Coordinating the activation and provision of mutual aid on a county-to-county basis.
- i. Coordinating the opening of host shelters in areas not anticipated to be at risk.
- j. Coordinating the provision of additional resources, such as communications equipment and operators, nursing staff, administrative shelter and other support staff as needed.
- k. Determining status of county government activities.
- l. Coordinating with the Chamber of Commerce on business issues.
- m. Coordinating with municipalities to issue situation reports.

## SANTA ROSA COUNTY EMERGENCY OPERATIONS SECTION (RESPONSE)

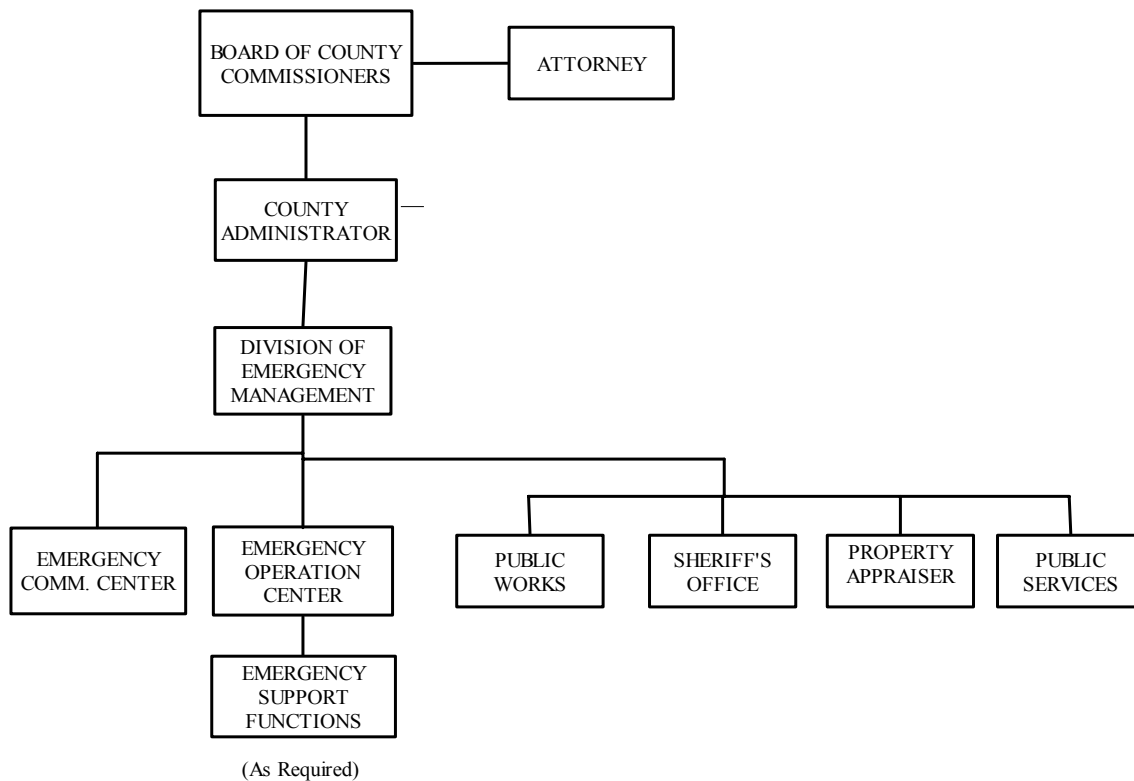


Figure 9 - Santa Rosa County Emergency Operations Section (Response)

- E. Mutual Aid Agreements and Memoranda of Understanding (See Appendix 2 to Annex C).

#### IV. FINANCIAL MANAGEMENT POLICY

It is the intent of this policy to provide guidance for basic financial management to all departments and agencies responding under the provisions of this Plan, to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with appropriate policies, regulations and standards.

##### A. Assumptions

1. Due to the nature of most emergency situations, finance operations will often be carried out within compressed time frames and other pressures, necessitating the use of non-routine procedures; this in no way lessens the requirement for sound financial management and accountability.
2. A Presidential disaster or emergency declaration will permit funding from the

Federal Disaster Relief Fund under the provisions of the Stafford Act in addition to the financial resources initiated at the state and local levels.

3. The Federal Office of Management and Budget (OMB) and Congress will give rapid approval to a FEMA-prepared emergency budget request at a level sufficient to sustain a response operation for at least three weeks, with the opportunity to extend same if the situation warrants.

#### B. Expenditure of Funds

Timely financial support of any extensive response activity could be crucial to saving lives and property. While innovative and expeditious means of procurement are called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed in order to safeguard the use of public funds from the potential of fraud, waste and abuse.

1. In accordance with the State of Florida Resource and Financial Management Policies and Procedures and federal guidelines, approval for expenditure of funds for response operations will be given by officials of the primary and support agencies. Each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls, and to ensure that actions taken and costs incurred are consistent with the missions identified in this plan.

2. Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records and file copies of all expenditures (including personnel time sheets) in order to provide clear and reasonable accountability and justification for future reimbursement requests. Reimbursement is NOT an automatic authorization but a deliberative process as time and circumstances allow will be used.

3. All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with:

a. The Code of Federal Register - Title 44 Emergency Management and Assistance (CFR 44); relevant Circulars and Federal Statutes, in a manner consistent with provisions of the Federal Stafford Act;

b. Chapter 215, Florida Statutes, pertaining to state financial matters and Chapter 252, Florida Statutes, relating specifically to emergency Statutes, relating specifically to emergency management powers and responsibilities; and

c. The State of Florida Resource and Financial Management Policies and Procedures.

## V. REFERENCES AND AUTHORITIES

A. References (See Appendix 2 to Annex C).

B. Authorities

1. Public Law 103-337, this legislation reenacts the Civil Defense Act and all

authorities, in their entirety, into the Stafford Act.

2. The Stafford Act (Public Law 100-707) is the Federal Disaster Relief and Emergency Assistance Act of 1988. It is the authority for federal assistance to local or state governments through a Presidential Disaster Declaration of an emergency or major disaster.

3. Florida Statute 252 (Emergency Management), Part I (general provisions) outlines emergency management powers of political subdivisions, requires counties to maintain a register of disable persons (special needs) and provides for the Emergency Management, Preparedness, and Assistance Trust Fund (F.A.C. 9G - 1 8 & 1 9). Part II (Florida Hazardous Materials Emergency Response and Community Right-To-Know Act of 1988 requires that site specific planning be accomplished for all extremely hazardous or large quantity hazardous materials facilities with the State. It also provides for a trust fund to accomplish this goal.

4. Florida Administrative Code, Rules 9G 6 & 7 are the rules requiring counties to develop Comprehensive Emergency Management Plans, establishes a compliance review criteria and describes when and how often these plans will be reviewed.

5. Santa Rosa County Code: In accordance with F.S. 252, Santa Rosa County has established a Division of Emergency Management. To supplement the Emergency Management powers of political subdivisions given in F.S. 252, the Santa Rosa County Board of County Commissioners passed Ordinance 9-26, which provides for the continuity of government and the establishment of emergency measures.